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STANDARDIZATION OF PUBLIC EMPLOYMENTS

PART I

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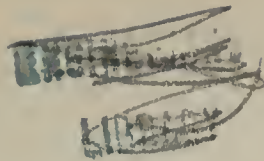
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STANDARDIZATION OF PUBLIC EMPLOYMENTS

PART I

AN INTERPRETATION OF THE STANDARDIZATION MOVEMENT

INTRODUCTION

Many years since, the average American became convinced that the country needs specially trained men for military service. Only within the last few years, however, has a thinking majority come to accept with the same degree of finality the conclusion that the country needs well trained men for civil service. In fact, before 1870, this idea was quite foreign to our whole political philosophy. Then many things began to point the lesson: the rapid centralization of population and the consequent increase in demands by the people for service by the government; the need for new forms of revenue to meet increasing expenditures; the growing complexity of problems of administration and technique—these are among the many happenings that serve to explain the new attitude of citizens toward their government and toward the personnel doing its work.

More than anything else, what turned attention to the need for civil service reform was the “spoils system”—the consciousness that the millions of dollars appropriated each year for personal service by federal, state and municipal legislatures were being worse than wasted—the realization that they were being used as a corruption fund with which to influence, if not to buy, votes for designing persons who sought authority in order that they and their friends might divert the resources of government to their own selfish ends or to the upbuilding of an irresponsible partisan organization. Each new generation began to ask itself why it should be a party to the continuation of such a practice.

Young men about to become members of political clubs were told by party orators that there were great national principles

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to be decided. In practice, however, they found that an election was a contest between organized forces whose controlling heads cared little for principle; that the results of an election determined whether their association or some other would be given preference in obtaining access to the public purse; that the end to be attained through election was authority to make appointments, to award contracts, to sign vouchers, and to vote away public franchises.

Initially, the Jacksonian doctrine "to the victor belong the spoils" was accepted without any very clear view of what it all meant. The need for government was little felt except as a matter of military necessity. When, however, the problems of civil government were brought home to citizens their attitude began to change. But a change in the point of view of the individual was one thing. The overthrow of a thoroughly established political system based on organized spoils was another. Our government had made no provision for responsible official leadership. The only means of expressing opinion was through irresponsible parties dominated by an irresponsible "boss" and the "party" from the boss down was built upon spoils, the most general and far-reaching form of which was the distribution of jobs. Appointments to positions in the service were the rewards to the controlled many, while fat contracts and highly valuable franchises were the rewards to the controlling few. The insolence and indifference felt regarding the morality of such a method of political domination are still evidenced by the enthusiasm with which "regulars" greet the public as they stand by after the polls are closed on election day and sing—"Hail, hail, the gang's all here! What the hell do we care! What the hell do we care!" The attitude of promoters looking for franchises and of holders of franchise rights is still too often expressed by the trite adage—"The public be damned."

CHAPTER I

THE OLD ORDER

The extent to which the scramble for jobs after elections occupied the attention of officers, and entered into the personal plans of party adherents is shown by many contemporary accounts. An article by James Parton, entitled "Uncle Sam's Treatment of his Servants" in the *Atlantic Monthly* for December, 1869, very vividly characterizes these untoward conditions which made public office a means of individual and party exploitation instead of an opportunity for dignified employment and public service.

To quote:

"I might dwell upon the waste, the anguish, the indecency, the degradation, of this scramble. I might speak of men coming to Washington with high hopes and full pockets, who begin by living at Willards and treating with champagne, then remove to a less expensive hotel, afterwards to a cheap boarding house, and finally, after subsisting awhile at 'free lunches,' borrow money to go home, where they arrive haggard and savage. I might speak of the impossibility of making good appointments in such circumstances; of the much better chance that brazen importunity has at such a time than merit; of the greater likelihood that a noisy eleventh-hour convert will get an office than a man who has borne the burden and heat of the day, but has omitted to come to Washington; . . . But all things cannot be said in one short article. The great evil of the system, as it is seen at Washington, is that it compels the chief persons of the government to expend most of their time and strength upon a matter that properly belongs to subordinates. . . .

" 'What is it to be president?' I once asked of a gentleman who had filled the office; 'What is the principal thing a president does?' The reply was, 'to make appointments.' "

A similar recital is found in a Washington letter of April 2nd, 1869:

"Today the hundreds of office seekers now here, flock to the Capitol. At about two o'clock, General Porter made his appearance, and after depositing with the Senate his sealed

packages of appointments, he repaired to the Secretary's office and there placed a list of the same for the public. In an instant a grand rush was made for this office, and soon there was scarcely standing room therein. Reporters of the afternoon papers tried in vain to secure copies of the names on the list, but the hungry, anxious and eager crowds rushed in pell mell. It was amusing to see the expressions of the faces of these people after the list had been read. Of course, none of the successful candidates were present, and all were disappointed. The score or more persons seeking the same office sought their Congressman, and each demanded explanations of the why and wherefore. . . . The 8:40 train for New York was packed with the most dejected, pitiful, profane and demoralized crowd of men that ever left the city."

The conditions existing in the civil service as a result of this system of organized exploitation are vividly portrayed in the fourth report of the United States Civil Service Commission for the year 1887. This report exposes the waste and abuses of the patronage system. The following picture of departmental mismanagement traceable directly to the "spoils system" is particularly illuminating:

"The act entitled 'An act to regulate and improve the civil service of the United States' has been in force now nearly four years and a half, a part of that time under the administration of one party and a part under that of another. That there has been accomplished in the execution of the law all that its sanguine friends expected is not claimed; but without any degree of inexactness in statement, it may be said that in the results of its execution is shown the wisdom of the principle of divorcing the subordinate offices of the government from politics and elections and making continuance in office dependent not upon party service but upon merit and good behavior. In this respect the law has produced results which are not extravagantly described as surprising.

"Before the enactment of the civil service act the condition of the executive civil service in the departments at Washington and in the customs and postal services was deplorable. In the Department of the Treasury 3,400 persons were at one time employed, less than 1,600 of them under authority of law. Of these 3,400 employes, 1,700 were put on and off the rolls at the pleasure of the secretary, who paid them out of funds that had not by law been appropriated for the payment of such employes. At that time, of a force of 958 persons employed in the Bureau of Engraving and Printing, 539, with annual salaries

amounting to \$390,000 were, upon an investigation of that bureau, found to be superfluous. For years the force in some branches of that bureau had been twice and even three times as great as the work required. In one division there was a sort of platform, built underneath the iron roof, about 7 feet above the floor, to accommodate superfluous employes. In another division 20 messengers were employed to do the work of one. The committee that made this investigation reported that 'patronage,' what is now known as the 'spoils system,' was responsible for this condition, and declared that this system had cost the people millions of dollars in that branch of the service alone. So great was the importunity for place under the old system of appointments that when \$1,600 and \$1,800 places became vacant the salaries thereof would be allowed to lapse, to accumulate, so that these accumulations might be divided among the applicants for place on whose behalf patronagemongers were incessant in importunity. In place of one \$1,800 clerk three would be employed at \$600 each, would be employed, according to the peculiarly expressive language of the patronage-purveyors, 'on the lapse.' 'In one case,' said a person of reliability and of accurate information, testifying before the Senate committee on civil service reform and retrenchment, 'thirty-five persons were put on the "lapse fund" of the treasurer's office for eight days at the end of a fiscal year to sop up some money which was in danger of being saved and returned to the treasury.' Unnecessary employes abounded in every department, in every customs office, and in almost every postoffice. Dismissals were made for no other purpose than to supply with places the proteges of importunate solicitors for spoils. One collector at the port of New York removed on an average one of his employes every third day to make a vacancy to be filled by some member of the same party who had 'worked to a purpose,' not against the common political enemy but for his patron, who had succeeded in being appointed over some other member of his own party. Another collector at that port, the successor of the one above referred to, removed 830 of his 903 subordinates at the average rate of three in every four days. The successor of this collector removed, within eighteen months, 510 of his 892 subordinates, and his successor made removals at the rate of three every five days. In its first report the commission said:

"It was the expectation of such spoils which gave each candidate for collector the party strength which secured his confirmation. Thus, during a period of five years in succession, collectors, all belonging to one party, for the purpose of patronage, made removals at a single office of members of their own party more frequently

than at the rate of one every day. In 1,565 secular days 1,678 such removals were made.'

"A condition of affairs as deplorable existed in the postal service. On all sides, in every branch of the civil service, subordinate places were used in the interest of the leaders of the factions of a party, who by assessments, which were disguised in the form of solicitations for money, suggestions that money ought to be contributed, and other methods of this kind, extorted from public employes funds which were used for political purposes, legitimate and otherwise. Even members of Congress of national reputation signed circular letters addressed to subordinate civil servants of the government requesting contributions to be paid to them, as members of a political committee; doing this in utter disregard of the spirit of a provision of the Revised Statutes declaring it to be unlawful, an offense punishable by fine and dismissal from office, for any officer in the public service to solicit or receive money from any other officer in such service! The public conscience had been perverted by the doctrine that to the victors belong the spoils; and the people were not shocked when they beheld public offices bestowed as a reward for partisan services, upon persons at once unworthy and incompetent. Senator Hoar, in his speech on the Belknap impeachment trial, forcefully stated the condition of the public mind at that time when he said:

" 'I have heard in highest places the shameless doctrine avowed by men grown old in office, that the true way by which power should be gained in this republic is to bribe the people with the offices created for their service, and the true end for which it should be used when gained is the promotion of selfish ambition and the gratification of personal revenge.' "

It was only through independent effort, through a leadership quite independent of established party organization that citizens were able to thwart the well laid plans of spoilsmen. No opportunity was given to attack the system except in election campaigns and these were at stated periods and all the machinery was in the control of the corruptionists. A campaign of education had to be carried on to reach the voter who had nothing to gain and everything to lose by continuation of the "spoils system." When citizens who gained nothing from "the party" came to recognize in the government an agency for good, instead of a necessary evil,—the only agency able to protect their lives and properties, to promote health, comfort and well-being under the changed conditions which required that such service be rendered,—then, a controlling force of public opinion massed itself against the

system. Time and again "the organization" was overthrown. The public came to have a new conception of the purpose of taxation and other contributions to the public purse; the average citizen came to see that every dollar diverted to selfish and unsocial purposes by corruptionists deprived a great community of the benefit of services which were necessary to the welfare of all. Whether taxpayers or non-taxpayers, an overwhelming majority came to resent organized spoliation, and to lose interest in the old order of things except as a subject of protest and opposition.

CHAPTER II

FIRST STEP TOWARD CIVIL SERVICE REFORM

From this viewpoint, it is easy to see why it was that the first step toward civil service reform was negative in character—i. e., a campaign to prevent something which was bad, an effort to win adherents away from the old notion that civil service positions should be regarded as stock in trade by a lot of political jobbers. The first reaction was against the time honored Jacksonian philosophy which awarded to the successful party the right to put every office holder who belonged to the opposing party out of commission and to completely reorganize the public service with raw recruits, men who accepted positions in the public service with the understanding that they received and would retain their posts as a reward for allegiance to leaders in a campaign for “spoils.”

The first legislation was of a negative character. Beginning back as far as 1850, efforts were made by civil service reformers which looked toward the enactment of laws to take appointments out of the control of the “spoilsman.” This object was partially realized in 1853 when the first regulation restricting the right of appointment was passed. This law removed a limited number of positions from the exercise of irresponsible executive power and to this extent denied to the appointing officer the hitherto uncontested right to make a “clean sweep.” The campaign of education was continued. In 1871, the President was authorized by Congress to prescribe rules generally for admission to the civil service. This law definitely located responsibility for the determination of the checks or restrictions to be placed on those who were vested with appointing power, but provided no staff means for carrying its measures into effect. Still further progress in the educational process was registered in the civil service act of 1883, which crystallized the reform movement designed to place additional obstacles in the way of the “spoilsman,” and further emphasized the negative aspect of the efforts of the preceding thirty years.

The civil service act provided a staff to inquire, to advise and report, to prepare rules and regulations for the assistance of the President, to hold examinations, to keep registers and certify applicants. This law also took cognizance of subjects other than appointments, but the chain of events leading to its passage and the history of its operation indicate that it was primarily a remedial measure aimed at two important objects, each essential to more efficient management of public affairs. The first object was to eliminate favoritism or patronage in the making of appointments, both by imposing certain minimum entrance requirements and by protecting civil servants from demands for contributions of money or service to party leaders as a condition precedent to continuance in office. The second object was to safeguard the government by protecting the integrity of the ballot, to prevent the use of official authority or influence to secure public employment for persons in return for political support, by making such action bribery or attempt at bribery.

Civil service reform struck a decisive blow against organized efforts to subvert the powers and resources of government to the selfish ends of spoilsmen. The method employed was to take from the executive his control over the appointments and to substitute for this, the control over appointments exercised by a specially created staff agency under the President with power to determine fitness by open competitive examination.

A perusal of the early reports of the civil service commissions of the United States, of the State of New York and other political jurisdictions shows that the negative aspect has been paramount in the operation and enforcement of the civil service law. The legislation is clearly a limitation of executive power. The civil service commissions' reports deal with the enforcement of provisions against bribery and other abuses, which were so demoralizing or wasteful as to shock an intelligent electorate and completely pervert the ends of government. Although in its operation, the law had the effect of making the public service more attractive to men who were capable of performing meritorious service, it did not provide and was not interpreted to furnish the basis for a comprehensive constructive program—one which would look primarily after the welfare of civil servants and the development of that esprit de corps which makes both for individual and group efficiency.

By the enactment of federal, state and municipal civil service laws, the old methods of transacting the business of the govern-

ment were not radically changed. Even as preventive measures, they were in the nature of first steps. Important posts still remained the object of patronage. Promotion was still controlled by accident or personal preference. Devices for removal or transfer were easily invented. Standards governing the amount, kind or quality of service to be rendered were not formulated. Evasions of the civil service law against political activity were connived at, if not actually encouraged by those in authority. The original tendency to multiply positions in order to keep intact a political machine continued and the commissions themselves were bi-partisan, recognizing the fact that the administration of the civil service regulations had not been taken out of politics.¹ The welfare of an employe after he had obtained an appointment was not considered except as it was involved in measures to prevent his untimely removal.

Indeed, the federal law furnished but slight protection to the incumbent of an attractive post, for his removal was not subject to review except where political or religious reasons had been the motive therefor. The working out of employment regulations covering all features of control so as to make the service efficient from the viewpoint of the government and the people, and advantageous from the viewpoint of the employe was not within the contemplation of the act. Attention was given primarily to preventing officers from using appropriations and appointive power to build up a personal partisan following among their official subordinates. It was distinctly an effort to overthrow a system of patronage which might be employed to thwart public opinion.

EFFECT OF THE DEMAND FOR INCREASED EFFICIENCY

It is important to keep this fact in mind: that the reform law of 1883 and the acts which followed were enacted primarily for the purpose of protecting the personnel and administration of government from undue or improper influences, and that as such they constituted only a partial achievement.

Furthermore, this partial achievement received only half-hearted endorsement. While in response to public demand, the dominant parties incorporated the principle in their platforms, this was done with mental reservations. Being negative in operation, the civil service law for many years has acted chiefly

¹ "Civil Service Act, 1883; First Annual Report of the United States Civil Service Commission, 1883-1884."

as an unwelcome restraint and check upon officials, without respect to their partisan affiliations. In fact, during the thirty years following the act of 1883, abuses more insidious than the direct influences of the "spoils system," have at times been at work to defeat the operation of the law. These abuses tended to thrive the more readily because the claims of advocates of the merit system were such as to allay general suspicion and distrust. These abuses were more insidious, too, because civil service commissions, as staff agencies of chief executives, made it still more difficult to enforce responsibility for appointments. These commissions were neither given independence, nor had they the power to develop initiative. Certainly the civil service authorities themselves did little to interpret the negative system of checks into a positive system of constructive regulation affording opportunity for civil servants.

Citizen agencies, such as the Civil Service Reform Association, were constantly at work promoting legislation, and watching administrators with a view to enlarging the application of the negative principle, and preventing harmful acts. They have done everything in their power to establish the "merit system" through constitutional provisions. Their campaigns have also been effective in the promulgation of laws and regulations to prevent the periodic dismissal of public servants by preventing appointments to the competitive class without the compliance with required tests. But it was not until the more recent demands for efficiency in the service came to be felt, that public attention was focused on the needs of the service itself and a constructive foundation was laid. This drew attention to the desirability of developing co-operation within the government and of building up a constituency and a public opinion outside government circles which would support efforts to make the personnel more useful through training and experience.

Having built up a wall of legal protection against the patronage jobber, the public began to ask itself this question, "Why cannot we get our public business done as economically as our private business?" The fact that public business was wastefully conducted, operated as a deterrent when demands were made that the government go into new fields. With the new demands made for increased activities, all the influences which made for the unparalleled development of efficiency in private enterprise began to operate on the government.

Labor-saving devices and new methods of office procedure followed in quick succession. During this period, private enterprise everywhere, from the selling of peanuts to the operation of great steel mills, underwent reorganization. Private concerns spending millions experimented with new processes and methods, in order to obtain maximum returns from the personal service and materials used. Staff organizations were developed to promote "scientific management" and "efficiency engineering." All this made more grotesque the conditions under which men were required to struggle in the public service. Men who were brought into daily touch with governmental agencies saw the crudities, the essential defects, the indifference of the public service. It was this comparison which provoked questions by the average voter as to why those in public office should adhere to such out-of-date and wasteful practices.

But even more striking than crudity of method and fundamental defects in organization, was the difference in working conditions surrounding the personnel of government. There was the ever increasing demand upon governmental agencies; new activities were being undertaken and old activities expanded and the concept of government as an agency of broad social service was being applied. This expansion carried with it a corresponding high cost that emphasized the necessity not only of giving to the government employe a chance to make good, but also of insuring those conditions which would secure to the government a greater measure of efficient service. Through the operation of these ideas, citizens came to realize that the public officer could not be expected to get results unless he was provided with an effective organization, and that the organization could not be made effective unless the service was made attractive to persons of ability. Thus the whole subject came to be dealt with on the basis of equity and fair dealing, as well as with a view toward the elimination of waste.

The outcome has been that within the last few years specialized staffs have been set at work on the intricate problems of employment and management in the government. Intensive inquiries into working conditions in state and federal government have been undertaken. The causes of inefficiency and mismanagement have been analyzed, and the public is coming to have a consciousness of its own responsibility.

As a result, a broad educational campaign has been launched which has for its foundation the assumption that the government

must provide conditions that will insure the loyal co-operation of every employe—a co-operation which can come only when the government holds out to the civil servant the opportunity for continued advancement and when some means is provided for building up within the service a personnel which will become increasingly efficient and which will be rewarded in proportion to the efficiency acquired through experience.

A growing realization of these matters has lead to the recognition of the necessity for a complete overhauling of the whole system or lack of system of civil employment. A new structure of law, largely in the form of practice regulations, has begun to develop. New concepts of the requirements of a broad constructive reform of the civil service have been formed. These requirements are now conceded to include: the establishment of standard specifications governing employment and rates of pay, the definition of requirements for appointments, promotions, advances in pay, retirements, pensions, etc. and, in general, the marking out of definite and equitable working conditions to be adhered to by the government and the employes with progressive improvement in both.

CHAPTER III

INEQUALITIES IN OLD EMPLOYMENT METHODS

The influences which led to an awakening of the American conscience have been recited. Also the evolution of laws which originally had for their object the protection of the public and its corporate agent, the government. The inequity, the conditions which make for discouragement, the lack of opportunity for civil servants and the poorly adapted methods of the old employment system, may be passed in brief review.

In the first place, the original civil service reformers, and those who followed them, provided no scientific basis for the fixation of salary rates or employment conditions directly related thereto. In general, the grades established by civil service commissions have been examination grades rather than salary grades. Civil service commissions were not concerned with the amount of salary which should be paid for a certain kind of work. John Smith, performing routine bookkeeping exacting little or no skill or accuracy, might receive \$600 per annum; another clerk performing similar work might receive \$2,400. Such irregularities are to be seen in the service of practically every state and city in this country. Toward their elimination the civil service commissions have done little. In a few cases in which definite salary rates were originally established, as, for example, in the lower grades of the clerical groups, the salary limits were fixed at convenient points—about \$180 apart, but no definite rules were established governing the work to be performed in each grade, and hence no salary control resulted.

The fixation of salary rates was the subject which the early civil service commissions seemed to feel was almost exclusively a question for the appropriating body to decide. The appropriating bodies in turn were governed by many policies, and more often by expediency in making their decisions. In the haste and pressure of budget making, without an adequate staff to formulate general principles or to furnish accurate information concerning the work program of the various offices or the work

requirements of the individual positions, such bodies generally reached conclusions as unjust to civil servants as they were to taxpayers.

The urgent need for greater certainty in the governing principles, and a finer regard for equity in dealing with questions of employment has been appreciated by everyone who has been at work on the employment problem. Most significant are the preliminary reports of the committees which undertook the standardization of employment conditions for the governments of New York City and New York State. The following excerpt from the report of the "Committee on Standardization of Salaries and Grades" of the board of estimate and apportionment of New York City, under date of December 26, 1913, is particularly illuminating:

"It was common knowledge among the members of the board of estimate and the department heads that there were glaring inequalities in the salaries paid individual employes doing work of substantially the same value in the city. These inequalities were known to exist not only as between various city departments, but also within the departments themselves. Their prevalence was chiefly attributable to the fact that through the history of the city political influence had been the dominant factor in determining appointments, increases and promotions.

"The same influences which had brought about inequalities in salaries had also permeated the civil service in even a more serious way. Constant pressure upon public officers for a long period of years to give positions to political dependents had developed a controlling motive in governmental affairs. This motive was not to do work with as few employes as possible, but to create and fill as many positions as the board of estimate and the board of aldermen could be persuaded to establish."

The following excerpt from a report of the senate committee on civil service of the State of New York—a committee created primarily to standardize conditions of employment—to the senate under date of April 19, 1915, is even more significant:

"In the history of the state government there has never been—and there is not at the present time—an exact or logical basis for fixing salary rates or titles of positions. Standards of compensation for specified kinds of work as a basis for making salary appropriations are unknown. Furthermore, positions are created for the most part without any definition of the work requirements or any real understanding of the work or needs to be served thereby. Civil

service employments are, from the viewpoint of salary standards and related work conditions in a chaotic state. The titles of civil service positions are misleading. Similar titles are applied to positions entirely different in character; different titles are attached to similar positions. The greatest disparity in compensation exists with respect to work of the same character or grade. Efficient service of a high grade, in a very large number of instances, receives but a low (and inadequate) rate of compensation; service of a low grade in an equally large number of cases receives a large (and excessive) rate of compensation. In other words, compensation bears little reference to the service rendered. In addition, the problem of superannuation has been given little or no thought."

The prevalence of injustice arising from such irregularities and inequalities of employment conditions—which permeated the entire system of civil service control—deadened the spirit and loyalty of the individual employes and impaired their efficiency.

The general looseness in practice with respect to the creation of positions and the fixing of salary rates and other related work conditions were responsible for wasteful expenditures greatly in excess of the amount of overpayment in salary. This was true because the individual employes represented the machinery of government and to the extent that they were inefficient, disloyal or indifferent the processes of the entire machine were retarded or misdirected. A striking characterization of the extent to which looseness in employment regulations made for looseness and waste in all the activities of government is contained in the report of the senate committee on civil service referred to above:

"This lack of uniformity with respect to compensation and lack of exact definition of duty have in themselves led to injustice and waste. Overlapping of jurisdiction of employes within an office has resulted in wholly unnecessary duplication of work. Confusion in office and field practice, inconsistencies and lost motion are found in every division of service. Furthermore, these irregularities which in themselves represent waste, bear close relation to even more wasteful conditions. For they indicate a general laxity and looseness of administration which have multiplied employments wholly without reference to the service needs."

The abuses and conditions as characterized above developed from causes for which the civil service commission as an administrative agency was in but small part responsible. The civil

service commission, however, had been indifferent to its opportunity. In some cities and states this administrative agency had been completely dominated by political interests which resulted in injustice and abuse. This contributed in no small part to the urgent need for reform.

For example, the civil service commission is directed to classify the service. And yet the titles of employments in most cities are misleading rather than informing. Municipal functions and activities have expanded and simple functions once properly performed by employes under old titles have become so complex that the old title fails entirely to differentiate the importance of the employe's responsibility. To cite an illustration of the indifference of the civil service commission to this important function:—the commission of a large city of the State of New York neglected for several years to revise a classification which was wholly obsolete and inadequate during that period, admitting the need for change but excusing itself on the ground that conditions were so bad that nothing short of a complete overhauling should be undertaken and the commission did not have the time nor the equipment with which to make such an intensive study.

Again, the civil service commissions have, for the most part, been charged with the regulation and control of promotions and in respect thereto have been directed or empowered to establish efficiency records which would accurately determine and record the relative efficiency of individual employes engaged in related work. From the viewpoint of the manager, it is almost essential in the apportionment of tasks and the working out of rewards for efficient service as well as of penalties for inefficiency, that means be provided for determining who are incompetent and inefficient and stand in the way of getting the best results obtainable for a given expenditure of money. From the viewpoint of the personnel it is equally essential that each employe should be furnished with a reviewable record of his conduct as an assurance against encroachments upon, or indifference to, his interest by the manager.

And yet, in many cities, there has been little or no effort made to install or maintain these devices as a part of the system of civil service control.

CHAPTER IV

THE WORK AND PURPOSES OF STANDARDIZATION AGENCIES

In order to obtain the necessary information, and to furnish grounds for recommendations for final action consistent with an intelligent handling of the subject, special staffs have been organized in several American cities, notably in New York, Chicago, Milwaukee, Pittsburgh, and Los Angeles, and in the State of New York and the Federal Government. The history of accomplishments in each of these cities will be traced in the chapters of Part II. The work and purposes of these agencies are worthy of brief review from two aspects, namely, the scientific or academic and the practical. The scientific relates to the methods of research and classification used to formulate basic principles and standards; the practical relates to the method of applying these principles, the machinery used and the results obtained. The former represents a series of research experiments extending over the last ten years in order to determine and present sound principles and standards of classification and appraisal. The latter represents the attempts to apply these standards in the making of appraisals and to use information developed in relation thereto for other purposes, in order to improve existing conditions.

In characterizing the standardization work throughout the country in its dual aspect, it may be said that the methods of classification and technical processes which have evolved from the experiments represent not only a sincere effort, but also a real contribution to public research. It may further be said that the plans and procedure which have been evolved represent, in some respects, a more advanced system of employment control than obtains in private practice.

Attempts to apply this system, however, by way of making readjustments of existing salary rates and conditions of employment have marked the introduction of new uses of standardization material, and a new factor in municipal management.

While the intensive work on this problem has been carried on almost simultaneously at a number of places, scarcely more than a beginning has been made and experience shows that there is grave danger that the whole movement will be misunderstood because of the use made of the information for purposes other than standardization proper. It has been this alleged perversion of the information developed that has caused civil servants to feel that greater protection is afforded by the organizations through which existing inequities have been produced than by co-operation with those who are seeking to "standardize." This has arisen from a somewhat natural extension of the work of "standardization" to include certain tasks of "budget making" on the one hand and tasks of "administration" on the other. This subject will be discussed in a subsequent chapter.

Summary Statement of Objects of Standardization

The standardization movement has as its primary objects the following:

1. The establishment of a basis for fixing salary rates in relation to work values.
2. The establishment of standard factors of education or experience for each class and grade of employment prescribing conditions which must be met by persons preliminary to appointment.
3. The establishment of standard titles and work requirements for each class and grade of employment prescribing conditions which must be met or conformed to after appointment.
4. The establishment of standards to govern promotions, transfers and other subjects of employment control.
5. The establishment of a formal procedure which shall currently inform the public and the official organization of conditions governing entrance to the public service and advancement therein.

Up to the present time, the salaries of government employes have, for the most part, been determined with little reference to the market value of the work performed. It is a matter of current knowledge that, in a large number of cases, salaries are fixed by accident, expediency or political preference. Increases in salary have been irregular, uncertain and too often without regard to the relative merits of the employes.

The standardization of public employments is based on the principle that payment for personal service shall be regulated

according to the value of such service to the government. It provides for a definite classification according to the kind and quality of work performed. This classification includes specifications which will accurately differentiate one grade of work from another and enable administrative officials to grade compensation according to the actual division of responsibility in the office affected.

The standardization program includes also the establishment of standard titles, work requirements, qualifications, etc. as a basis for effective civil service control. In short, it is designed to vitalize civil service administration by formulating regulations to govern civil service entrance examinations, promotional examinations and other subjects of employment control which are essentially civil service problems.

The standardization program provides a definite solution for these civil service problems by formulating:

- (a) A comprehensive classification of positions which will not only relate title to work and compensation but also set forth definitely the policy with respect to exemption and non-exemption from competition.
- (b) A code of standard qualifications and regulations, with respect to entrance to the public service, which may be followed in advertising and conducting examinations.
- (c) A code of regulations and standard qualifications to be observed in making promotions and transfers and keeping individual efficiency records.

Civil service work up to the present time has assisted and benefited employes only through the adoption of protective and preventive measures. Little has been done of a positive nature to assure to each employe a career in public service proportionate to his ability. This development should be the result of salary standardization work. When standards are adopted and published, they furnish to present and prospective employes information as to the conditions of employment in the public service and give assurance that, if properly administered, unequal conditions of appointment and promotion will be abolished.

Standards furnish a program to be followed in establishing and enforcing entrance and promotional regulations. They establish definite lines of promotion and provide proper regulations governing increases. They provide rewards for individual efficiency and seniority of service, at the same time affording adequate

protection to the community. They make possible the opening up of promotional examinations to a larger number, by grouping those positions which are similar in work requirements. They encourage the establishment of service schools or such other provision as the government may make for the purpose of giving adequate training for public service. Standards make conditions of employments more certain and attractive, they make the employes contented and insure their co-operation and loyalty and attract to the public service a more highly trained and competent class of persons.

CHAPTER V

THE SCIENTIFIC SIDE OF STANDARDIZATION

The first steps taken to classify public employments and the attempts made thereunder to bring about uniformity of practice were disconnected and fragmentary and touched upon but few phases of employment control. Little was accomplished in regard to the scientific classification of the civil service during the twenty or twenty-five years which preceded the organized efforts in several communities to work out a comprehensive and scientific scheme of standards.

Establishment of Legal Classes

The United States civil service act of 1883 and laws supplementary thereto, segregated the civil service into legal divisions known as the "Unclassified," the "Classified" and the "Labor" services. The unclassified division represented that group of employments which were subject, for the most part, to the concurrent appointive power of the President and the Senate and not subject to the principle of competitive examinations. The second, the classified service, represented that group of employments to which competitive examinations did apply, and was subject to certain exemptions known as exempt positions. The labor service represented that group of positions covering work of a manual and unskilled nature to which the unit principle applied, and was subject to registration rather than examination. By action of legislative bodies a similar legal classification has been provided in most of the states and cities where civil service control has been installed. For example, the broad division of classified and unclassified service exists in the State (and hence in the cities) of New York.

The classified service is generally divided into four divisions as follows:

- A. Exempt class
- B. Competitive class
- C. Non-competitive class
- D. Labor class

The two broad divisions, classified and unclassified, indicate the limits within which civil service control should operate, and the sub-divisions of the so called classified service indicate the lines along which the civil service commission may make further refinements for the purpose of prescribing and conducting examinations.

While the establishment of these legal divisions imposed certain restrictions upon the employment of persons and thereby prevented certain abuses which had formerly obtained, the distinctive units of the several classes of employment were not recognized and no exact basis was furnished for the extension and multiplication of civil service practice in keeping with new ideas, and methods of administration.

Subject to the arbitrary division superimposed, the civil service commission was empowered to establish titles descriptive of employment. The titles first adopted were for the most part descriptive of classes of employment. In the early civil service classifications of the United States government and of the State of New York appeared such titles as "Clerk," "Engineer," "Artisan" and "Laborer." These general titles all obtained, for the most part, with respect to positions for which examinations should be held and were intended to furnish or suggest work requirements and qualifications of the persons filling such positions. In other words, they were suggestive of the scope and content of civil service entrance examinations. For the positions, not statutory in character, for which examinations were not conducted, or in other words, for those positions in the competitive group which were exempted from examination, specialized titles were used to identify positions of a so-called confidential character.

Employment control in its broader aspects was not included in the plans of the civil service reformers of the early days, but the usefulness of specialized titles, for the purpose of indicating concretely the requirements of the various offices and employments, became obvious and a multiplication of specialized titles followed. In later classifications, the broad divisions of employment such as clerical, engineer, artisan, etc., were broken up into groups representing what purported to be distinct lines¹ of

¹Fourth Annual Report U. S. Civil Service Commission, 1887-1888, Appendix, Table No. 4—"Appointments, etc.," Pages 596 to 677 inclusive; see also other early U. S. and New York State Civil Service Commission Reports.

work within such classes of employment and hence we find such titles as the following:

Assistant Pension Examiner
Principal Pension Examiner
Special Pension Examiner
Medical Examiner
Physician
Patent Examiner's Clerk
Proof-reader
Reviser
Copyist of Topographical Drawings
Copyist of Mechanical Drawings
Mechanical Engineer
Topographer

It is true that the introduction of specialized titles was intended to unstandardize conditions of employment as much as to standardize, for fictitious titles were set up almost ad infinitum as a basis for fictitious salary rates. But the basic idea in the specialization of titles furnished, in theory, an instrument of greater control than obtained under the earlier method of classification.

As the constructive side of civil service received recognition the need was felt for a means of enforcing uniformity of practice with respect to the appointment, advancement and control of civil servants. The establishment of standards which the executive would be compelled to apply was the remedy for this condition. The need was also felt for greater freedom of action in matters of employment control. In other words, the necessity was apparent for provisions which would standardize conditions and at the same time make for less rigidity in employment control. The policy developed, as a result of the recognition of these factors, calls for the establishment by legislative or finance-controlling bodies of basic standards with respect to conditions of employment.

The efforts to evolve such a body of standards, as devices of control over the executive, are the important historical events of the last decade which might be regarded as the era of standardization. During the first five years of this period the basic standards took the form of so-called specifications of the titles, work requirements, qualifications and compensation of the distinctive *classes of employments*. During the second five years of this period the basic standards took the form of specifications of the titles, work requirements, qualifications and

compensation of the distinctive *lines of work*, thus using a much narrower unit of classification in prescribing the governing rules.

Specification Based upon Requirements of Class of Employment

The introduction of a specification, setting forth the service under titles descriptive of classes of employment and setting up specifications of duties, qualifications of incumbents, salary rates and basis of advancement and salary increases, represents the first organized effort to standardize conditions of employment. This was the first contribution to the standardization program.

Under this plan, the entire civil service of Chicago composed of more than 30,000 employes, was grouped under ten divisions, called services, as follows:

- Medical
- Engineering
- Clerical
- Library
- Inspection
- Fire
- Police
- Operating Engineer
- Supervising
- Labor

Each service represents the basic unit of classification and is divided into a number of grades according to the natural gradation of work requirements and responsibility. Each grade, in other words, represents a prescribed standard of work with a series of salary rates, the minimum and maximum of which are the limits of compensation for such work.

The type of classification and specification used by Chicago is shown in Exhibit 4 (page 117).

Distinctive Feature of Chicago Classification

The distinctive feature of this classification is the use of the class of employment as a basis of grouping. Thus, for example, in the clerical service are included clerks of all kinds such as bookkeepers, recorders, examiners, etc.

The City of Milwaukee, which organized a special staff to standardize employments in 1912 and devoted the greater part of that year to a standardization inquiry, applied the principle formulated by Chicago. The plan, however, was not put into operation in full. Other western cities have experimented in standardization work along the lines laid down by Chicago.

Specifications Based upon Requirements of Line of Work

New York City, by action of its financial body, the board of estimate and apportionment, under date of Oct. 31, 1910, began the standardization of its employments. A special staff reporting to the board of estimate and apportionment was provided. Preliminary observations were made in the year 1912. The intensive investigation, however, was postponed until the following year. The conduct of this investigation and its present status are made the subject of a subsequent chapter.

The initial work of the New York City investigation was based upon the methods used by Chicago. The development of the study however, led to a reconsideration of the basic plan of investigation. The following outline indicates the scope of the preliminary study which was conducted for the purpose of determining the proper plan of classification and specification.

1. Systems of civil service classification used in the large and representative American cities were obtained and studied.
2. The general character of the civil service of New York City was studied; this study was made on the basis of:—
 - General classification used by the civil service commission
 - Distribution of positions shown in the annual budget
 - Conditions of organization and distribution of personnel as shown in the charter and supporting material prepared by the standardization committee.
3. A code of regulations, grouping and classifying positions was prepared as a basis for discussion with persons qualified to criticise and suggest.
4. The general character of employment practice in certain large industrial concerns was reviewed on the basis of information already collected.

A similar study of public employments was begun in the city of Pittsburgh, largely through the effect of the inauguration of the New York City study. Representatives of the Bureau of Municipal Research, which had acted in an advisory capacity on the New York City work, supervised the major part of the Pittsburgh investigation. As the preliminary study was conducted in New York at the same time, the results of the observations in each city were brought to the attention of and considered by both cities. As a result of these observations an agreement

was reached between the committee of New York City, at that time under the direction of George F. Tirrell, now director of the bureau of standards, and the standardization committee of Pittsburgh. Both committees agreed that a classification to be of any value in fixing compensations of employes or regulating and determining the condition of appointment, promotion, transfer, etc., must recognize the following distinctive requirements for each position or group of positions.

Distinctive requirements of training and experience as a basis for entrance into the civil service and the experience of the civil service commission in attracting fit applicants.

Distinctive requirements as a basis for promotion, transfer, etc., after appointment.

Distinctive market values or standards of compensation governing the class of work.

Investigation demonstrated that the line of work embracing those primary elements, which distinguished one calling from another, was the largest unit which could be used for specifying these distinctive conditions. To have used a broad class of positions would have simplified the classification materially. It was concluded, however, that specifications covering the variety of work embraced in a class would be so general in character as to make a classification worthless except for statistical or informational purposes.

Experimental appraisals were conducted for the purpose of determining the relative merits of the two methods of classification. It was found that when the specification covered a group of positions in general terms, the appraisal consisted of an opinion of uncertain and unsupported character. On the other hand it was shown that where the specification included the requirements of but a single line of work, the comparative experience, public and private, would furnish standards sufficiently definite and concrete to support an exact appraisal.

Differences between Chicago and New York Classifications

The difference in the refinement of classification between Chicago, representing one school, and New York City and Pittsburgh representing another, is indicated in the relative number of groups used in these cities—each group representing the basic unit of classification and appraisal.

OUTLINE OF GROUPS

The term "Group" being the symbol used to identify the basic unit of classification and appraisal

Chicago		Pittsburgh		New York City	
Group ("Service")	Est. No. Distinctive Titles	Group ("Group" & "Sub-Group")	Est. No. Distinctive Titles	Group ("Group")	Est. No. Distinctive Titles
Medical	56	Medical Physician	12	Bacteriologist	3
				Chemist & Physi- cist	5
				Dentist	3
				Dietitian	3
				Nurse	10
				Pathologist	3
				Pharmacist	3
				Physician	24
				Veterinarian	2
				Apprentice Pharma- cist	11
				Pupil Nurse	1
Engineering	87	Engineering Professional & Sci- entific Assts.	22	Engineer	26
				Draftsman	3
				Instrumentman	2
				Laboratory Assts.	14
Clerical Library	76 13	Clerk Stenographic & Typing Messenger Bookkeeper Secretarial Library (Service)	13	Bookkeeper	3
				Cashier	5
				Clerk	11
				Dept. Librarian	3
				Interpreter	2
				Messenger	3
				Private Secretary	3
				Purchasing Agent	5
				Stenographer	9
				Telephone Operator	1
				Typist	4
				Title Examiner	3
Inspection	98	Health & Sanita- tion Regulation of Pub- lic Service Construction & Re- pair Delivery & Sup- plies	13	Inspector of Bldgs.	23
				Health Inspector	7
				Insp. of Licenses	3
				Insp. of Public Wks.	11
				Insp. Wgts. & Measures	3
				Miscellaneous Inspector	3
				Insp. of Combusti- bles & Blasting	5
				Insp. of Electricity & Lighting	5
				Insp. of Repairs & Supplies	9

OUTLINE OF GROUPS—*Continued*

Chicago		Pittsburgh		New York City	
Group ("Service")	Est. No. Distinctive Titles	Group ("Group" & "Sub-Group")	Est. No. Distinctive Titles	Group ("Group")	Est. No. Distinctive Titles
Police	11	Police (Service)		Inspector Captain Lieutenant Sergeant Patrolman Recruit	* * * * * *
Fire	16	Fire (Service)		Fire (Service)	*
Operating Engineer- ing	25	Operating Engineer	5	Stationary Engine- man	7
				Marine Engineman	5
Supervising	64	Executive Managerial	2 3	Executive Council Commissioner	2
				Deputy Commis- sioner	1
				Executive Secy. Member, Board of Estimate & Ap- portionment	1
				Legislative (Service)	* *
Skilled Labor	216	Special Labor	13	Bookbinder	1
				Builder	9
				Diver	3
				Electrical Worker	5
				Fire Telegraph	
				Dispatcher	3
				Leather Worker	2
				Marine Officer	6
				Mechanic	12
				Metal Worker	13
				Motor Driver	5
				Painter	6
				Photographer	1
				Plumber and Pipe- fitter	3
				Printer	3
				Rockworker	1
				Upholsterer	2
				Woodworker	10
Labor	13	General Labor Supervising Labor	1 5	Cleaner	*
				Elevatorman	*
				Park Worker	*
				Supervisor of Labor	*
				Unskilled Laborer	*
				Misc. Laborer	*

* Specifications incomplete.

OUTLINE OF GROUPS—*Continued*

Chicago		Pittsburgh		New York City	
Group ("Service")	Est. No. Distinctive Titles	Group ("Group" & "Sub-Group")	Est. No. Distinctive Titles	Group ("Group")	Est. No. Distinctive Titles
		Tax Assessor Gov't Efficiency	1 1	Civil Service Exam- iner C. S. Investigator Claim Investigator Fire Investigator Deputy Tax Com'r Municipal Ex'm'r Misc. Investigator	9 2 2 4 8 5 4
		Religious, Educa- tional & Social Welfare	3	Probation Officer Attendance Officer Social Investigator Industrial Instr. Recreation Instr. Miscellaneous Instructor Chaplain	4 4 4 4 10 1 1 1
Exempt		Legal	3	Lawyer Judge or Justice Law Clerk	6 * 4
		Accountant	5	Accountant	4
		Statistical	2	Statistician Computer	3 2
		Technical & Artisan Guardian & Attend- ant	11 9	Artisan Culinary Worker Helper Hospital Attdt. & Orderly Institutional Clk. Institutional Super- visor Laundryman Prison Keeper Bridge Tender Caretaker Court & Legislative Attdt. Dock Master Miscellaneous Insti- tutional Worker Misc. Custodian	3 7 7 3 2 8 2 8 2 13 3 2 2 1

OUTLINE OF GROUPS—*Concluded*

Chicago		Pittsburgh		New York City	
Group ("Service")	Est. No. Distinctive Titles	Group ("Group" & "Sub-Group")	Est. No. Distinctive Titles	Group ("Group")	Est. No. Distinctive Titles
		Storekeeper	2	Storekeeper	4
		Watchman	4	Watchman	1
		Animal Keeper	2	Animal Keeper	6
				Recruit	1
				Street Cleaner	8
				Refuse Collector	12
				Motor Refuse Col- lector	4
				Refuse Disposer	6
				Supervisor	16
				Architect	6
				Forester & Ento- mologist	2
				Arborculturst	1
				Mscl. Sub-profes- sional Worker	1

Outline of Program of Investigation

The methods used in standardization work in the several cities are recited in subsequent chapters of this volume. The earliest investigations followed lines which were largely experimental, as the problem was novel in many respects. Later investigators profited by the experience of the pioneers, discarding unsound methods and evolving more advanced and scientific schemes of classification.

The use of personal service cards as a basis for obtaining information and as a method of current revision, the use of functional organization charts to reflect the distribution of functions and personnel and relationships between organization units, the development of simple methods of controlling and co-ordinating field studies with which to secure a broader foundation for the interpretation of materials, the examination of large industrial, financial and other corporations in order to obtain information as to private practice, the value of departmental conferences and interviews and the methods of appraisal are the principal features of the program developed.

The most distinctive feature of the standardization program is that which relates to the development of the classification, including the preparation of scientific specifications and definitions—and the making of appraisals. The following is an outline of the specialized procedure which in one form or another has been observed in formulating a scheme of classification and applying it by making appraisals.

OUTLINE OF PROCEDURE FOR CLASSIFICATION AND APPRAISAL

1. Preparation of plan of classification.

- (a) Study of representative classifications of states, counties and cities.
- (b) Study of service under investigation on the basis of descriptive material available, such as:
 - Civil service classification of employments, descriptive and critical data on organization and personnel published by investigative or departmental agencies.
- (c) Preparation of tentative classification groupings as a basis for discussion.
- (d) Preliminary study of private practice in local community.

2. Grouping and grading of positions according to such plan.
 - (a) Collection of descriptive data concerning each position.
 - (b) Preparation of charts, outlines, etc. of organization showing distribution of functions and employes and inter-bureau relationships.
 - (c) Intensive study of employment conditions in private practice.
 - (d) Grouping of employes according to service by consulting work sheets, charts, and other materials available.
 - (e) Grouping of employes according to appropriate compensation, grade and rate.
3. Preparation of tentative classification and report on appraisals, with recommendations.
4. Preparation of final report or classification and reporting on appraisals, with recommendations.
5. Preparation of report on civil service administration so as to co-ordinate its work with standardization scheme.

Relation of Specifications to Executive Enforcement of Regulations

It should be noted that the so-called specifications of the standards of personal service represent the basic or minimum requirements imposed by the legislative or finance-controlling body upon the executive to insure uniform enforcement of advanced principles of civil service control. It will devolve upon the civil service commission to revise its rules and regulations so as to apply the new standards. It may be said that the new standards contemplate a complete reorganization of the methods and practices of civil service commissions in every department of their activity.

CHAPTER VI

REVIEW OF THE PRACTICAL SIDE OF STANDARDIZATION; THE APPLICATION OF STANDARDS

The city of Chicago may be said to be the pioneer in the standardization of public employments and rates of pay. The movement was inaugurated March 5, 1909, when the city council authorized the establishment of an efficiency commission consisting of the then president of the civil service commission, chairman, members of the city council, heads of departments, and citizens.

Experience of Chicago

The Chicago standardization study was inaugurated after a period of general agitation for better city government and a number of research studies which, although they covered only a part of the field, had made startling revelations as to the condition of the city's affairs. It came as the immediate result of the difficulties encountered by the finance committee of the city council in apportioning funds and providing adequate salaries for officers and employes, and the obstacles and difficulties encountered by the civil service commission in formulating and conducting examinations and determining lines of promotion.

The purpose and functions of this commission as set forth in the governing resolution were as follows:

“to adjust all controversies as to salary and civil service grades, to fix the same in all cases in which they have not been properly determined, to recommend uniform salaries as to the value of grades, to classify the inspection service of the city and to recommend the compensation of each class, and to make such other recommendations as its investigation may prompt looking to greater municipal efficiency.”

The commission constituted a directing board of investigators, the work being outlined and supervised by the chairman, who was immediately in charge of a staff of experts employed for that

purpose. The preliminary work incidental to formulating a basis of standardization and taking the first steps toward its application consumed the greater part of two years. The standards were officially adopted by unanimous action of the city council under date of July 15, 1912. The adoption of the standards contemplated the gradual readjustment of conditions in the service to conform to the standards set up.

The efficiency commission was superseded in 1913 by the efficiency division of the civil service commission.

Relation of the Standardization Agency to Other Agencies

It is important to note the relation which has existed between the efficiency division of the civil service commission and the responsible administrative officials of Chicago on the one hand, and the relation of this division and the fiscal agencies of the city on the other.

It will be observed that the resolution creating the efficiency commission empowered it not only to reclassify the service as a basis for equalizing rates of pay, but also to make "such other recommendations as its investigation may prompt looking to greater municipal efficiency." Under this authority, general reorganization studies proceeded hand in hand with standardization studies, and proposals, initiated by the commission with respect to both, were received and acted upon by the finance controlling body at the budgetary periods. It may be said that Chicago confused and intended to confuse the problems of standardization with the problems of "administration" on the one hand and "budget making" on the other.

There is considerable justification for the procedure followed by Chicago in its standardization program. The departments were without information with respect to conditions of employment and did not have equipment with which to develop it. They were either out of sympathy with or uninformed regarding the plans to standardize public employments and to work out more efficient forms of organization and procedure. In other words, the official organization was in large part incapable and unwilling. Such conditions were largely instrumental in conferring such wide powers upon the standardization agency. It was important that information as to existing irregularities in conditions of employment organization and procedure be developed as soon as possible and constructive proposals formulated on the basis thereof. The conditions existing in the

departments did not make for action with respect to important phases of any of these problems. This explains the development of an independent agency outside the departments to develop information as to departmental conditions and interpret such conditions in the form of proposals for change, as a basis for budgetary guidance.

Results of Standardization in Chicago

The savings which have resulted to the city of Chicago through the standardization of its employments are difficult to measure. The following is a comparative statement of the average salaries paid in the several functional divisions of the service for the five year period 1911-1915 inclusive:

<i>Class</i>	<i>1911</i>	<i>1912</i>	<i>1913</i>	<i>1914</i>	<i>1915</i>
Medical.....	\$974	\$974	\$1003	\$1025	\$1017
Engineering.....	1802	1796	1843	1770	1840
Clerical.....	1216	1223	1222	1208	1184
Library.....	678	888	949	909	906
Inspection.....	1334	1433	1401	1426	1406
Supervising.....	1354	1408	1383	1268	1297

This indicates that in certain important branches of the service there has been a marked reduction in the average salary rates, a reduction which has been effected in spite of the increases in the market value of such employments, the increased cost of living, etc., during that period.

The most important benefit, however, is the indirect saving which accrues through the establishment of uniform conditions of employment which equalize opportunities and make the service attractive to the personnel. This has led to an esprit de corps which has been translated into higher individual and group efficiency. The commission claims that it is difficult to estimate the extent of saving which has accrued through the larger output of the individual employe, traceable directly to this influence.

Experience of Pittsburgh in Applying Standards

In Pittsburgh, likewise a central agency was created, a de facto committee on standardization composed of the finance department and the mayor's department, to study conditions and make specific proposals as to individual increases and reductions, as well as to present a program which would make for an efficient and equitable administration of civil service. This study followed intensive studies into departmental organization and pro-

cedure by the Bureau of Municipal Research, which was employed by the city council in Pittsburgh. As a result of this study a large body of fact and expert opinion was developed with respect to organization. It was this background that enabled the small staff provided for standardization to complete its work within the allotted time and submit its proposals in concrete form.

The program of investigation contemplated the fullest co-operation on the part of departments. Furthermore, an effort was made to induce certain departments to initiate proposals. It was found that some were unwilling to co-operate, despite the conditions existing. In many of the cases where proposals were initiated by officials, it was discovered that the information upon which the proposals were based was fragmentary and misleading.

The standardization committee, therefore, undertook to appraise each position of the city government individually on the basis of the information secured and to present in concrete form recommendations as to reductions and increases. In making its recommendations, the committee realized that it was running contrary in many instances to expressed opinions of heads of departments who were responsible in large part for administrative results. Many concessions were made to the departments by leaving positions, obviously overpaid, at existing rates because of peculiar claims of consideration due to long or efficient service on the part of the incumbents. But it was realized that unless arbitrary action was taken, such arbitrary action being based upon an array of facts which could not be refuted, and unless recommendations were made to the finance controlling body which would lead to an immediate readjustment of individual rates, nothing of a substantial nature would be done to improve the conditions. In other words, the official organizations charged with administration were not equipped or inclined to take the necessary steps looking toward an improved condition of the personnel unless certain conditions were imposed from without, except as the way was pointed and controlled, on the basis of suggestion, by an independent agency.

Experience of New York City in Applying Standards

The conditions in Chicago and Pittsburgh which largely influenced the work of the standardization agency, were present in New York City although in a less marked degree. The manner in which the program was carried on has been characterized in the preceding pages of this report. The opportunity to

develop information with respect to organization and procedure as a basis for the guidance of the budget-makers was recognized in developing the standards.

In the preparation of the budget for the year 1916 the information developed by the bureau of standards, the standardization agency, was used as the basis of proposals initiated by it, not only with respect to the re-adjustment of individual salary rates, but also with respect to abolishment of positions and the reorganization of departments and bureaus. The propriety of this action and the extent to which such a course of conduct should be pursued, if proper, are important questions.

The Bureau of Municipal Research realizing the grave danger in this method of applying standardization principles and utilizing standardization materials, issued under date of Oct. 6, 1915, a memorandum¹ calling the attention of members of the board of estimate and apportionment to the danger of such a course of conduct.

The memorandum points out wherein the three kinds of questions "each of which has quite a separate bearing on the complex problem of management" were confused in the methods used and proposed to be used by the Bureau of Standards in the preparation of the Budget for the year 1916, viz.:

- "1. Those having to do with standardization of salaries and conditions governing employment;
2. Those having to do with the determination of what work is to be done and what personnel is required in each of the several departments, as a basis for budget-making;
3. Those having to do with the use that is made by administrative heads of the personnel authorized after it has been employed."

The viewpoint of the Bureau of Municipal Research with its recommendations is summarized in the following excerpts from the memorandum:

"Standardization, a Problem of Fair Dealing

"Standardization, properly conceived, is primarily a problem of justice and fair dealing. The city is not in business for profit; it carries on its great projects and activities for the mutual benefit of citizens. The rates which citizens can afford to pay to those who serve them are not to be fixed by the price of any product—they should be deter-

¹ Memorandum calling the attention of members of the Board of Estimate and Apportionment to the danger of adopting a method of applying proposed standard specifications to the "Personal Service Schedules" attached to the Budget of 1916, in a manner to do injury to civil servants.

mined after due consideration given to the conditions of service which are mutually advantageous.

“More than any other employer in the United States, the City of New York is interested in establishing for itself a reputation for fair dealing. It has no advantage to gain from any other course. Those who are interested in the welfare of civil servants must also look favorably upon any determination reached by the City of New York which may have for its end and which promises equal opportunity and equal pay for similar work. It is of advantage to each employe to have before him such definite specifications governing employment that he may be able to plan his career. The city and its civil servants alike are interested in open-handed fair dealing and in having standards established which will make municipal employment attractive to men and women alike. Any standardization which will lay the foundation for an administrative procedure that will give to employes better opportunity to rise, which will enable men and women in the service to make life plans with fair hope of success, and which will put appointments, promotions and increases in compensation on a basis of merit is preferable to a method which offers opportunity to those only who may establish their claim to recognition through subservience and loyalty to an unofficial organization controlled in the interest of those who would thrive by exchanging ‘patronage’ for ‘votes.’

“Questions having to do with standardization have little in common with the determination of what work is to be done by a particular department or office, on the one hand, or with the use which is to be made of the authorized personnel on the other. Standard specifications go into the abilities, training and experience of men and their adaptation to the requirements of established civil service positions; they have nothing to do with decision as to how many men who may meet these requirements shall be employed. The Bureau of Standards has undertaken to do two things: prepare specifications or a description of personal qualifications required to entitle men to hold positions when established, and recommend a schedule of standard rates of pay.

“The Determination of Work Requirements a Problem of Budget-Making

“In making a budget it is necessary to determine what amount of money shall be appropriated for the employment of men. To do this, consideration must be given to (1) the work to be done; (2) the number of persons having different qualifications required to do the work efficiently; (3) the salary to be paid to each. In arriving at its conclusion as to what amount should be appropriated, the board of estimate should assume that the management will

be efficient and that the funds provided will be economically used. After the amount which may be used by each head of department for 'personal service' has been fixed, however, the appropriating body has nothing further to do except to decide whether any terms or conditions should be attached to the expenditure to protect the city against the use of the funds voted in a manner not intended. To this end, it has been found desirable to prepare a list of established positions and to limit the use of funds appropriated to the employments set forth in the 'personal service schedule.' The preparation of a schedule of authorized positions to be filled, however, is quite a different matter from the establishment of standard specifications and rates of pay.

"Assignment of Personnel to Work a Matter of Administration

"There is no one who is qualified to determine how persons shall be assigned to work except officers who are responsible for the daily conduct and direction of the work to be done. When a budget-making body puts itself into the attitude of continuing to deprive its own members as executives of the right to exercise discretion in this matter through conditions attached to appropriations, it uses its power in a manner which ultimately must defeat good administration and makes it impossible to conduct the affairs of the city in the most efficient and economical manner. This has been done in the past as a first step when the means for the exercise of central executive control was lacking.

"Confusion and Injustice the Result of Wrong Method

"This brings us to the point. There are two opposing forces now operating in the Board of Estimate and Apportionment, each of which seeks to influence the appropriation for 1916. One is primarily interested in reducing the expenses of the city; the other is primarily interested in establishing standard specifications for employment and rates of pay which in turn have for their purpose the holding out of greater opportunity and greater security to employes. Reduction in total expenditures may or may not be desirable. But whether it is or is not, confusing the two issues will be helpful to neither. Any new plan of standardization when applied to those who hold positions under an old plan may have a detrimental effect unless great care is used in making adjustments. Let us take an example which will illustrate the application of the method which is now being used. We will assume that two bookkeepers are employed by the city who have the same training and experience and have demonstrated the same ability and enthusiasm in their work. One may have been assigned to an office where there is small need for bookkeeping and required to act largely as a filing clerk; the other may be placed in an office where he

has a chance to do his best and to develop further his abilities through bookkeeping experience.

"The staff of the board of estimate and apportionment now undertakes to prepare schedules for a budget. Not having full information about the work which is being done and as a basis for determining what personnel should be provided for carrying on the functions of each of the departments, it undertakes to get at this through its study of individual employments. In making a study of the work of these two bookkeepers the board's staff may have arrived at the conclusion that the services performed by the first man are those which may be done by a \$720 clerk, whereas those performed by the second man could only be done by a senior bookkeeper who would not be overpaid at \$1,800 a year. This may be the best method that is now available for determining what is a fair allowance to be made for personal services required by the whole department. But the staff would make further use of it and apply the same logic to determine what salaries each of the two individuals in question should receive. It is the latter use of the facts that works a very grave injustice and threatens to upset standardization and conclusions as to budget requirements as well as the living plans of persons who have rendered faithful and intelligent service to the city.

"The vital question now is whether a staff of the board of estimate and apportionment should be permitted to say that the first man, who has already been handicapped by having an unfortunate assignment, shall have a still further injustice done him by requiring that his salary shall be reduced, whereas if the two men in question had had their assignments reversed the recommendation for salary increase and decrease would have applied in an obverse way. Such a method of determining what amount should be appropriated, in the assumed interest of economy, bids fair to defeat its own ends. And it is fairly contended that if this is the use to be made of standardization—if the board is to invoke a principle of general good for doing personal injustice—the whole thing should be defeated until a method may be developed which will reconcile them.

"Suggestions for 1916 Budget

"The suggestion is made that instead of considering these three problems as one, [viz.: (1) the adoption of standard specifications, (2) the fixing of the number of positions and salaries in each department, and (3) the determination of how men shall be assigned to work] and instead of assuming that all of them are to be considered and determined by the board at the time that it fixes its budget—each be separately considered; and that appropriations be made in such manner that they can be acted on independently. To the end that proper consideration may be given to the just

claims of those now on the payroll, as well as to the establishment of conditions and rates of pay that will be more equitable and just for the future, some such rules as the following should be adopted to govern the preparation of the 1916 budget and 'schedules of personal service':

- 1—That all appropriations for "personal service," as well as for each other kind of thing to be purchased, be set up in one amount for each department, as shown by Exhibit "A" attached.
- 2—That instead of seeking to control the amount of the appropriation for "personal services" which may be used for each function or kind of work done, as in the past, through designating the number of employes, and positions and salaries which may be paid in each bureau or office, the board of estimate and apportionment set up, by schedule, the amount or total cost of "personal services" which may be used for each kind of work, leaving to the head of the department the right to determine what persons will be assigned or used in the performance of such work (See Exhibit "B" attached).
- 3—That as soon as practicable, and before January 1st next, the board of estimate and apportionment act on the reports before its committee on salaries and grades and establish standard specifications and rates of pay without regard to the number of positions provided for in the budget, and as soon as each report has been acted upon, that the specifications thereby established be made applicable to all subsequent changes in salaries and grades.
- 4—That until standard specifications and rates of pay have been established no changes be made except after approval by the board of estimate and apportionment.
- 5—That the head of each department be required by resolution to recommend changes in organization, and before January 1st to submit for the action of the board of estimate and apportionment and board of aldermen a schedule of positions which he wishes to have established in his department, any changes proposed, so far as practicable, to be in accordance with the new standards, the total amount or annual basis of the employments so listed not to exceed the total amount appropriated for the department.
- 6—That upon receipt of requests from department heads, or if not received before January 1, upon their own motion, the board of estimate and apportionment shall establish revised schedules of positions in the several departments; such schedules when established to govern expenditures from the 1916 appropriations for 'personal services.'"

CHAPTER VII

INFLUENCE OF THE STANDARDIZATION MOVEMENT —PRESENT ATTITUDE OF THE COUNTRY TOWARD IT

The second part of this work presents in detail a description and discussion of the work of the several political subdivisions—state and municipal—which have provided special agencies to standardize their employments. These particular communities expend annually a grand total of \$200,000,000 for personal service. The country at large expends in the neighborhood of ten times that much for similar purposes. It is evident that every community has reason to be interested and it is believed that through the isolated attempts which have been made to establish better control of the personnel there has been developed a leadership and influence which will bring about a general and permanent reform in civil service.

As a part of its investigation, the New York senate committee on civil service submitted to civil service commissions and other public agencies throughout the country, a questionnaire dealing with civil service regulation, practice and experience, for the purpose of gathering material for a comparative study. This method of inquiry was supplemented by field studies.

It may be said, as a result of this investigation, that the organizations—federal, state, municipal—throughout the country recognize that one of the most important reforms in government is that comprehended within the standardization movement—constructive reorganization of employment control which will substitute positive standards and requirements of work for the present negative system of restrictive regulation.

Representative private practice in local, and other communities, was studied and interpreted through correspondence and field investigation in order to learn the methods of employment control which have been successfully applied by private employers. Through such inquiries and conferences the senate committee on civil service has been able to focus upon the stan-

dardization movement the attention of private employers who spend hundreds of millions annually for salaries or wages and exercise control over several hundred thousands of employes. From these unofficial or private sources have come strong endorsements of the standardization program. Of more significance, however, has been the general expression of opinion that it is only through an overhauling of the public service, such as is contemplated by this movement, that government can be made efficient.

The movement for standardization of public employments has not as yet expressed itself in a general way. Real achievements have been made in many jurisdictions, the influence of which is beginning to be felt by every municipal government, the activities of which are broad and varied enough to make the employment problem an important one. A keen appreciation of the idealism as well as the practical side of the movement and its intimate relation to the efficiency of governmental agencies has been expressed by all the public and private agencies that have been consulted.

The work of the Chicago civil service commission seems to have left its impress more widely than any other single agency in the country. This is due in part to the fact that Chicago was the pioneer in standardization, and partly to the fact of its location which has permitted the Chicago civil service commission easily to effect contact with cities both in the East and the West, which have looked to it for direction. It may be said, however, that the classification and procedure to govern employment which have been formulated by New York City and Pittsburgh are more scientific in their nature than the methods adopted by Chicago.

Within six months the results of the labors of the senate committee on civil service of the State of New York will be presented to the legislature and the public. It is thought that this investigation represents the most comprehensive study ever undertaken by a state into the conditions of governing the personnel and related problems of organization. The constructive results of the New York City, Pittsburgh and New York State surveys should, if interpreted to the country at large, have a revolutionary effect upon government.

Benefits Secured by Standardization

Perhaps no better expression of the growing influence of the standardization idea can be given in concluding this general

review of the subject than is set forth by the committee on civil service of the senate of the State of New York in a statement recently issued outlining its program.

In this declaration, the committee presents three sets of benefits, one to the state, one to the employes and one to the taxpayers, as follows:

The Senate Committee on Civil Service believes the adoption of the program outlined in this statement will secure for the State three great benefits. It will result in increased efficiency from employes. It will bring into State service the highest grade of men and women because of the opportunity for a permanent career. It will reduce the cost of State government through the elimination of inequitable salary increases and bar the introduction of unnecessary positions.

The Committee also believes that it will secure for the State employe three great benefits. The underpaid employe will be advanced to adequate rates of compensation. Favoritism and personal preference will be eliminated. Promotion and advancement will be based upon merit, thus securing to each employe recognition of efficient and loyal service.

And, thirdly, the Committee believes that the adoption of this program will secure for the taxpayer three great benefits. It will result in efficient and businesslike government. It will establish real opportunity in State service. It will lower taxes, in the assurance that salaries are paid only to the efficient and are commensurate with the duties performed.

APPENDIX TO PART I

INTRODUCTORY NOTE

As outlined in Part I, the code of specifications furnishes the basic standards, to be adopted by the legislative or finance controlling body, for controlling the public service. By regulating the procedure of the civil service commission they represent the instrument of control over the chief executive, in recruiting employees and providing rules and regulations with respect to the following:

Titles.

Work Requirements.

Grades and Rates of Compensation.

Minimum Qualifications for Appointment.

Minimum Qualifications for Promotion from grade to grade.

As pointed out, the standards represent the minimum requirements imposed by the legislative or finance controlling body upon the executive to insure uniform enforcement and administration of civil service principles. The application of these standards is a duty imposed upon the executive, who under the law of most state and city governments appoints an independent agency known as the civil service commission for this purpose.

The civil service commission or other agency representing the executive is charged with the enforcement of the basic standards subject to the limitations contained therein.

The separation of the basic standards from the rules of practice and procedure applying them—making the former mandatory through legislative action and the latter discretionary upon the body charged with their enforcement—makes for greater flexibility and elasticity in the administration of the civil service law, and at the same time guards effectively against inequalities and abuses. It imposes upon the executive certain limitations and restrictions to insure uniformity of practice, and, at the same time, eliminates many unnecessary and arbitrary regulations leaving the executive free to work out a businesslike and economical procedure.

The following exhibits represent in broad outline the basic features of the proposed specifications governing "personal service."

Exhibits I and II represent the classification of services and groups including titles, grades, salary limits and rates.

Exhibits III and IV represent outlines of the content of specifications which are prepared for each group.

Definition of Terms Used in the Outlines.

"*Service.*" The term "*Service*" is used to designate the broadest functional division of similar or related employments, determined irrespective of departmental or office lines. Examples:

Administrative.

Clerical.

Professional and Scientific, etc.

"*Group.*" The term "*Group*" is used to designate a subdivision of a service covering a general line of work, and including those employments the duties of which are of the same nature. Examples:

Clerk.

Engineer.

Lawyer.

Physician.

“Grade.” The term “Grade” is used to designate a subdivision of a “Group,” including the specific work or duties of individual officers or employees. Each “Grade” has assigned an appropriate range of salary, the differentiation of grades being based upon the skill, importance, responsibility or value of the work.

General Regulation Governing Promotion and Advancement.

Advancement from rate to rate within each grade is made regularly upon completion of a term of at least one year of satisfactory service. Proof of satisfactory service is established by the efficiency records of the civil service commission, supplemented by further investigation, under the rules of the commission.

Promotion from grade to grade representing a change of duties is based upon examination requirements which, as far as practicable are competitive in character.

Each salary grade, representing a range of compensation for a prescribed standard of work, includes a series of salary rates which afford opportunity for advancement without change of duties and without examination. Thus, for example, the first grade of the clerk group of the clerical service includes the following rates:

\$360.
420.
480.

The lowest rate represents the salary of an incumbent of a position within this grade at the time of his appointment and during the first year of his incumbency. The succeeding rates represent the extent to which he may advance without examination after his first and second years of service within this grade. The general regulations governing the amount of increases are intended to furnish an annual increment approximating ten per cent of the initial rate for each grade for salaries below \$3600 per year. These regulations are embodied in the following table:

Salaries up to \$1200.....	Advances of \$60.00 annually
Salaries from \$1200 to \$1800.....	“ “ 120.00 “
Salaries from \$1800 to \$2400.....	“ “ 180.00 “
Salaries from \$2400 to \$3600.....	“ “ 240.00 “

A few exceptions to this general rule have been recognized to meet peculiar conditions in certain groups. In each case the special regulations governing the rates of compensation are specifically noted.

EXHIBIT 1—A STATE CLASSIFICATION—TENTATIVE CLASSIFICATION OF SERVICES AND GROUPS INCLUDING TITLES AND SALARY RATES, NEW YORK STATE. (Dec., 1915.)

EXHIBIT 2—A CITY CLASSIFICATION—PROPOSED CLASSIFICATION OF SERVICES AND GROUPS INCLUDING TITLES AND SALARY RATES, NEW YORK CITY. (Dec., 1915.)

EXHIBIT 3—STATE SPECIFICATIONS—TYPES OF SPECIFICATIONS, NEW YORK STATE.

EXHIBIT 4—CITY SPECIFICATIONS—TYPES OF SPECIFICATIONS, NEW YORK CITY; 4-A—CHICAGO.

EXHIBIT 1

A STATE CLASSIFICATION

TENTATIVE CLASSIFICATION OF SERVICES AND GROUPS, IN-
CLUDING TITLES AND SALARY RATES—NEW YORK STATE.

A STATE CLASSIFICATION
EXHIBIT 1—TENTATIVE CLASSIFICATION OF SERVICES AND GROUPS, INCLUDING TITLES AND SALARY RATES
NEW YORK STATE—DEC. 1915*

SYMBOL	SERVICE	SYMBOL	NAME OF GROUP	GRADE	TITLE OF POSITIONS	SALARY RATES
A	Administrative	1	Executive		Commissioner	
B	Managerial	1	Departmental Manager	I	Superintendent Deputy Commissioner Deputy Comptroller Deputy Secretary of State Deputy Superintendent Deputy Treasurer Supt. of Public Buildings Departmental Secretary	\$2580—\$6500
		2	Departmental Secretary	I		2580— 6000
		3	Institutional Manager	I	Assistant Supt. of Institution Adjutant (Soldiers' and Sailors' Home)	1560— 2340 with maintenance
		4	Miscellaneous Manager	I	Assistant Director (State Insurance Fund) Chief of Bureau (Non-technical) Director (Health Publicity and Education) Director (State Insurance Fund) Director (Workmen's Compensation Bureau) District Supt. (Department of Public Works) Section Supt. (Department of Public Works)	3060— 4200 2160— 5100 2100— 3000 4800— 7000 4500— 6000

* The titles and salary rates set up in this tentative Classification have not been officially adopted. They are now the subject of discussion. Some of the rates will undoubtedly be revised.

A STATE CLASSIFICATION. EXHIBIT 1—Continued

SYMBOL	SERVICE	SYMBOL	NAME OF GROUP	GRADE	TITLE OF POSITIONS	SALARY RATES
C	Clerical	1	Bookkeeper	I	Bookkeeper	\$ 840-\$1200 (max. rate, appraisal)
		2	Clerk	II	Senior Bookkeeper	1320- 2160 (appraisal)
				I	Page	360- 480
				II	Junior Clerk	540- 720
				III	Junior Clerk (Institutional)	480- 600 with maintenance
					Clerk	840- 1200
				IV	Clerk-Stenographer	(max. rate, appraisal)
					Clerk (Institutional)	660- 840 with maintenance
				V	Senior Clerk	(appraisal) 1320- 1800
		3	Clerical Examiner	I	Chief Clerk	(appraisal) 1980- 2820
				II	Principal Clerk	(appraisal) 1080- 1440
		4	Employment Agent	I	Junior Clerical Examiner	1560- 1980
				II	Clerical Examiner	900- 1620 (max. rate, appraisal)
		5	Examiner of Cor- poration Papers	I	Registrar of Employment	1740- 2500 (appraisal)
				II	Superintendent of Employment Office	3600- 4200
				III	Director of Bureau of Employ- ment	1440- 2160
				II	Examiner of Corporation Papers	2340- 3060

A STATE CLASSIFICATION. EXHIBIT 1—Continued

SYMBOL	SERVICE	SYMBOL	NAME OF GROUP	GRADE	TITLE OF POSITIONS	SALARY RATES
C	Clerical (con'd.)	6	Interpreter	I	Interpreter	\$1080-\$1320 (max. rate, appraisal)
				II	Court Interpreter	1800- 2340 (appraisal)
		7	Private Secretary	I	Private Secretary	1800- 3060 (appraisal)
		8	Process Server and Messenger	I	Process Server	840- 1200 (max. rate, appraisal)
		9	Stenographer	I II III	Messenger Junior Stenographer Stenographer Senior Stenographer	840- 1080 540- 780 840- 1080 1200- 1800 (appraisal)
D	Professional and Scientific			IV	Court Stenographer Hearing Stenographer (to Gov- ernor)	2160- 2820 (appraisal)
		10	Telephone Operator	I	Telephone Operator	540- 1020 (appraisal)
		11	Typist	I II	Junior Typist Typist	420- 660 720- 1020
		1	Accountant	I II	Junior Accountant Accountant	1020- 1500 1680- 2280 (appraisal)
				III	Senior Accountant	2400- 3600 (appraisal)
				IV	Chief Accountant Supervising Accountant	3900 and up (appraisal)

A STATE CLASSIFICATION. EXHIBIT 1—Continued

SYMBOL	SERVICE	SYMBOL	NAME OF GROUP	GRADE	TITLE OF POSITIONS	SALARY RATES
D	Professional and Scientific (con'd.)	2	Archeologist	I	Assistant Archeologist	\$1200—\$1680 (appraisal)
		3	Bacteriologist	I	Laboratory Assistant	720—1080
				II	Bacteriologist	1320—1800
				III	Senior Bacteriologist	1980—2820 (appraisal)
		4	Bank Examiner	IV	Director of State Health Laboratories	3000—4500 (appraisal)
				I	Assistant Bank Examiner	Annual, 1800—2160
				II	Bank Examiner	Per diem, 6—7 Annual, 2340—3300
				III	Chief Bank Examiner	Per diem, 8—11 Annual, 3600 and up
		5	Botanist	I	Supervising Bank Examiner	Per diem, 12 and up
				II	Junior Botanist	1200—1560
				III	Assistant Botanist	1800—2340 (appraisal)
		6	Chaplain	I	Botanist	2620—3060 (appraisal)
				II	Chaplain	600—1260
				III	Prison Chaplain	1980—2340 (appraisal)
		7	Chemist and Physicist	I	Junior Chemist	1080—1320
				II	Junior Physicist	1440—1980
				III	Senior Chemist Senior Physicist	2160—3060 (appraisal)

A STATE CLASSIFICATION. EXHIBIT 1—Continued

SYMBOL	SERVICE	SYMBOL	NAME OF GROUP	GRADE	TITLE OF POSITIONS	SALARY RATES
D	Professional and Scientific (con'd)	7	Chemist and Physi- cist	IV	Director of Laboratories	\$3300 and up (appraisal) Annual 1440—1800 Per diem 2.50—5.00 1980—2580
		8	Civil Service Examiner	I II	Civil Service Examiner Senior Civil Service Examiner Medical Examiner (Civil Service)	
				III	Senior Civil Service Examiner (efficiency records) Chief Examiner Chief Examiner (efficiency rec- ords)	
				I	Dentist	3000—4200 (appraisal) 600—960 (appraisal)
		9	Dentist	I	Engineering Assistant	720—1020
		10	Engineer	II	Junior Asst. Engineer Junior Asst. Engineer (Civil) Junior Asst. Engineer (Electrical) Junior Asst. Engineer (Mechani- cal)	1200—1680
				III	Junior Asst. Engineer (Sanitary) Assistant Engineer Asst. Engineer (Civil) Asst. Engineer (Electrical) Asst. Engineer (Mechanical) Asst. Engineer (Sanitary)	1800—2340 (appraisal)
				IV	Senior Assistant Engineer Senior Asst. Engineer (Civil)	2580—3300 (appraisal)

A STATE CLASSIFICATION. EXHIBIT 1—Continued

SYMBOL	SERVICE	SYMBOL	NAME OF GROUP	GRADE	TITLE OF POSITIONS	SALARY RATES
D	Professional and Scientific (con'd)	10	Engineer (con'd)	IV	Senior Asst. Engineer (Electrical)	\$3600-\$6000 (appraisal)
					Senior Asst. Engineer (Mechanical)	
				V	Senior Asst. Engineer (Sanitary)	
					Engineer (Civil)	
		11	Entomologist		Engineer (Electrical)	6000 and up (appraisal)
				VI	Engineer (Mechanical)	
					Engineer (Sanitary)	
					Chief Engineer	
		12	Forester	I	Consulting Engineer	1080- 1680
				II	Assistant Entomologist	
		13	Geologist		Entomologist	1800- 3060 (appraisal)
				I	Forester	
				II	Assistant Supt. of Forests	
				III	Superintendent of Forests	
		14	Horticulturist	I	Assistant Mineralogist	3300 and up (appraisal)
				II	Assistant Geologist	
					Geologist	
				III	Paleontologist	
					Director of Geological and Biological Sciences	1800- 3060 (appraisal)
				I	Assistant Horticulturist	
						3300 and up (appraisal)
						1200- 1800

A STATE CLASSIFICATION. EXHIBIT 1—Continued

SYMBOL	SERVICE	SYMBOL	NAME OF GROUP	GRADE	TITLE OF POSITIONS	SALARY RATES
D	Professional and Scientific (con'd)	14	Horticulturist (con'd)	II	Horticulturist	\$2580-\$3540 (appraisal)
		15	Industrial Mediator	I	Industrial Mediator	2160- 3060 (appraisal)
		16	Insurance Examiner	I	Insurance Examiner	1800- 2340 (appraisal)
				II	Senior Insurance Examiner	2580- 3300 (appraisal)
				III	Chief Insurance Examiner	3600 and up (appraisal)
		17	Lawyer	I	Junior Counsel	1200- 1980 (appraisal)
				II	Associate Counsel	2160- 3540 (appraisal)
				III	Counsel	3800 and up (appraisal)
		18	Nurse	I	Deputy Attorney Counsel Nurse	420- 540 Men 360- 450 Women with maintenance
				II	Charge Nurse	Men 570- 630 Women 480- 540
				III	Supervisor	with maintenance Men 660- 780 Women 570- 690
					Hospital Matron	with maintenance 570- 690
				IV	Principal of Training School	with maintenance 900- 1200
					Supervising Public Health Nurse	with maintenance 900- 1200

A STATE CLASSIFICATION. EXHIBIT 1—Continued

SYMBOL	SERVICE	SYMBOL	NAME OF GROUP	GRADE	TITLE OF POSITIONS	SALARY RATES
D	Professional and Scientific (con'd)	19	Pharmacist	I	Assistant Pharmacist	\$ 540—\$ 660 with maintenance
				II	Pharmacist	1020— 1200 with maintenance
		20	Physician	I	Medical Interne	720— 1020 (appr.) with maintenance
				II	Clinical Assistant	with maintenance \$35.00 per mo. with maintenance
					Assistant Physician (Psychiatry)	1200— 1560 with maintenance
					Assistant Physician (General)	1200— 1560 with maintenance
					Assistant Physician (Woman)	1200— 1800 with maintenance
					Assistant Physician (Serology)	1560— 2160 with maintenance
				III	Physician (Psychiatry)	no maintenance
					Physician (Associate and clinical psychiatry)	1800— 2160 with maintenance
					Physician (Pathology)	1980— 2580 with maintenance
					Physician (General)	1800— 2160 with maintenance
					Physician (Rhinologist)	1800— 2160 with maintenance
					Physician (Oculist)	1800— 2160 with maintenance

A STATE CLASSIFICATION. EXHIBIT 1—Continued

SYMBOL	SERVICE	SYMBOL	NAME OF GROUP	GRADE	TITLE OF POSITIONS	SALARY RATES
D	Professional and Scientific (con'd)	21	Physician	IV	Senior Physician (Psychiatry)	\$2340—\$2820 with maintenance
					Senior Physician (General)	2340— 2820 with maintenance
					Senior Physician (Sanitary Supervisor)	3000 no maintenance
					Senior Physician (Medical inspec- tor of Factories)	2340— 2820 no maintenance
					Senior Physician (Chief associate in neuropathology)	2580— 3840 no maintenance
				V	Senior Physician (Clinical Direc- tor of Psychiatry)	2340— 2820 with maintenance
					Senior Physician (medical examiner)	2340— 2820 no maintenance
					Medical Superintendent	3600— 5400 with maintenance
					Director of Psychiatric Institute	3600— 5400 with maintenance
					Health Director	3480— 4980 no maintenance (appraisal)
					Medical Inspector of State Hos- pitals	3600— 4500 no maintenance
					Chief Medical Inspector (Industrial)	3480— 4980 no maintenance (appraisal)
					Chief Medical Examiner (Workmen's Compensation)	3480— 4980 no maintenance (appraisal)
					Chief Medical Inspector (Education)	3480— 3980 no maintenance (appraisal)

A STATE CLASSIFICATION. EXHIBIT 1—Continued

SYMBOL	SERVICE	SYMBOL	NAME OF GROUP	GRADE	TITLE OF POSITIONS	SALARY RATES
D	Professional and Scientific (con'd)	22	Statistician	I	Junior Statistician	\$1200—\$1680
				II	Statistician	1800— 2820 (appraisal)
		23	Veterinarian	III	Chief Statistician	3060 and up (appraisal)
				I	Senior Statistician Veterinarian	Annual 1680— 2580 (Max. rate appraisal) Per diem \$7.00
E	Social and Educational	24	Zoologist Educational Specialist Librarian	II	Chief Veterinarian	2820— 3300 (appraisal)
				I	Assistant Zoologist	1080— 1680
		1		I	Educational Specialist	1800— 3060 (appraisal)
				I	Librarian Assistant	540— 780
		2		II	Junior Librarian	840— 1200
				III	Librarian	(Max. rates appraisal) 1320— 1800 (appraisal)
		3	Parole Officer and Transfer Agent	IV	Senior Librarian	1980— 2820
				V	Archivist Director, New York State Library	4200 and up (appraisal)
				I	Parole Officer	720— 960 with maintenance
		4	Regents Examiners	II	Senior Parole Officer Transfer Agent	1080— 1320 with maintenance
				I	Education Examiner	1200— 1800

A STATE CLASSIFICATION. EXHIBIT 1—Continued

SYMBOL	SERVICE	SYMBOL	NAME OF GROUP	GRADE	TITLE OF POSITIONS	SALARY RATES
F	Inspectional and Investigational	1	Agricultural Inspector	I	Agricultural Inspector	\$900-\$1380
				II	Agr. Inspt. (Cheese Instructor)	900- 1620
				III	Agr. Inspt. (Butter Instructor)	1620- 2280
		2	Corporation Tax Examiner	I	Supervising Agricultural Inspector	2400- 3120
				II	Chief Agricultural Inspector	Full Time \$1560-\$1980
		3	Examiner of Local Assessments	I	Corporation Tax Examiner	Part Time 1200- 1500
				II	Supervising Corporation Tax Examiner	Full Time 2160- 2820
		4	Excise Inspector	I	Examiner of Local Assessments	\$1680-\$2160
				II	Excise Inspector	960- 1200
				III	Senior Excise Inspector	1320- 1560
		5	Industrial Inspector	I	Chief Excise Inspector	2100- 3000
				II	(appraisal)	1080- 1560
				III	Industrial Inspector	1680- 1980
				IV	Senior Industrial Inspector	2340- 3060
		6	Inspector of Buildings	I	Supervising Industrial Inspector	(appraisal)
				II	Supervising Home Work Inspector	3300- 4200
				III	Chief Factory Inspector	1200- 1800
				I	Chief Mercantile Inspector	1980- 2580
				II	Inspector of Buildings	1980- 2340
					Mechanical Inspector	
					Building Maintenance Inspector	

A STATE CLASSIFICATION. EXHIBIT 1—Continued

SYMBOL	SERVICE	SYMBOL	NAME OF GROUP	GRADE	TITLE OF POSITIONS	SALARY RATES
F	Inspectional and Investigational (con'd)	7	Inspector of Engineering Works	I	Inspector of Engineering Works	\$960-\$1440
		8	Inspector of Mechanical Appliances and Equipment	I	Gas Meter Inspector Electric Meter Inspector Boiler Inspector	960- 1200 960- 1560
		9	Immigration Labor Inspector	II	Chief Inspector of Boilers and Explosives Immigration Labor Inspector	2160- 2820 1080- 1560
		10	Institution Farm Inspector	II	Director of Bureau of Industries and Immigration Institution Farm Inspector	2340- 3060 2100- 3000
		11	Institution Inspector	I	Institution Inspector	1080- 1800 (Max. rates appraisal) 2160- 3060
		12	Miscellaneous Inspector	II	Superintendent of Institution Inspection Cold Storage Inspector Inspector of Weights and Measures	1020- 1320 1140- 1560
				I	Inspector of Violations, Motor Vehicle Law Pharmaceutical Inspector Supervising Cold Storage Inspector	1020- 1680 1740- 2100
		13	Nursery Inspector	II	Nursery Inspector Supervising Nursery Inspector	900- 1380 1560- 2100
				I		
				II		

A STATE CLASSIFICATION. EXHIBIT 1—Continued

SYMBOL	SERVICE	SYMBOL	NAME OF GROUP	GRADE	TITLE OF POSITIONS	SALARY RATES
F	Inspectional and Investigational (con'd)	14	Public Service Inspector	III I	Chief Bureau of Horticulture Railroad Fire Inspector	\$2400-\$3120 900- 1200 (Max. rates appraisal)
		15	Social Investigator	II I	Telegraph and Telephone Inspector	1020- 1620 (Max. rates appraisal)
		1	Attendant	II I	Railroad Traffic Inspector	1800- 2400 1080- 1560 1800- 2160
G	Institutional			II	Social Investigator	(Men) 312- 432 main.* (Women) 210- 324 main.
				II	Supervising Social Investigator	(Men) 432- 516 main. (Women) 360- 420 main.
				III	Attendant	(Men) 516- 600 main. (Women) 420- 516 main.
					Chg. Attendant	
					Chief Attendant (After care)	
				IV I	Chief Attendant Attendant-Foreman	600- 744 main. 480- 540 main.
		2	Baker	I	Assistant Baker	(appraisal) 480- 840 main.
		3	Butcher	II	Baker	(appraisal) 480- 840 main.
		4	Cook	I	Butcher	(appraisal) 480- 840 main.
				I	Assistant Cook	(appraisal) 300- 360 main.
				II	Cook	(appraisal) 360- 420 main.
				III	Head Cook	(appraisal) 480- 660 main.

*“Main” indicates full maintenance allowed in addition to salary.

A STATE CLASSIFICATION. EXHIBIT 1—Continued

SYMBOL	SERVICE	SYMBOL	NAME OF GROUP	GRADE	TITLE OF POSITIONS	SALARY RATES
G	Institutional (con'd)	5	Electrician	IV	Chef	\$900— \$1140 main.
				I	Assistant Electrician	540— 600 main. (appraisal)
				II	Electrician	900— 1200 main. (appraisal)
				I	Fireman	420— 540 main. (app.) 8 hr. shift (240 add. for 12 hr. shift)
		6	Electrical Operator and Steam En- gineman	II	Assist. Elec. Operator and Steam Engineman	480— 900 main. (app.)
				III	Elec. Operator and Steam Engine- man	900— 1200 main. (app.)
				IV	Chief Engineer	1200— 1560 main. (app.)
				I	Farmer	480— 900 main. (app.)
		7	Farmer & Gardener		Farmer (Guard)	
					Gardener	
					Gardener (Guard)	
					Female Gardener	
					Dairyman	
					Farm Supervisor	
					Florist	
				II	Head Farmer	720— 1200 main. (app.)
				I	Junior Guard	600— 660 main.
				II	Guard	780— 1200
				III	Assist. Principal Keeper	1320— 1560
		8	Guard			
		9	Housekeeper & Matron	IV	Principal Keeper	2000
				I	Housekeeper Assistant Matron	360— 480 main. (app.)

A STATE CLASSIFICATION. EXHIBIT 1—Continued

SYMBOL	SERVICE	SYMBOL	NAME OF GROUP	GRADE	TITLE OF POSITIONS	SALARY RATES
G	Institutional (con'd)	10	Institutional Artisan	II	Matron	\$480—\$ 540 main. 900— 1200 main. 510— 600 main. (app.)
				III	Matron—Dietitian	
				I	Associate Artisan (Carpenter)	
					Associate Artisan (Painter)	
					Associate Artisan (Tinsmith)	
					Associate Artisan (Mason)	
					Associate Artisan (Blacksmith)	
					Associate Artisan (Shop Fore- man)	
					Associate Artisan (Tailor)	
					Associate Artisan (Shoemaker)	
				II	Associate Artisan (Locksmith)	540— 840 main. (app.)
					Inst. Artisan (Carpenter)	
					Inst. Artisan (Painter)	
					Inst. Artisan (Tinsmith)	
					Inst. Artisan (Mason)	
					Inst. Artisan (Blacksmith)	
					Inst. Artisan (Shop Foreman)	
					Inst. Artisan (Tailor)	
					Inst. Artisan (Shoemaker)	
					Inst. Artisan (Locksmith)	
				III	Artisan in Charge	900— 1320 main. (app.) 24— 48 (overtime (app.)) 510— 600 main. (app.) 240— 330 main. (app.)
				I	Institutional Fire Patrolman	
				II	Institutional Fire Warden	
				I	Institutional Helper	
				I	Textile Worker	540— 840 main. (app.)
					Moulder	

A STATE CLASSIFICATION. EXHIBIT 1—Continued

SYMBOL	SERVICE	SYMBOL	NAME OF GROUP	GRADE	TITLE OF POSITIONS	SALARY RATES
G	Institutional (con'd)				Cabinet Worker	\$900—\$1980 (app.)
				II	Printer & Bookbinder	
				III	Industrial Foreman	
		14	Institutional Laboratory Assistant	I	Assist. Supt. of Industries	2160— 3540 (app.)
		15	Institutional Laborer	I	Institutional Laboratory Assistant	(Men) 510— 600 main. (Women) 420— 510 main.
		16	Instructor in Military Training	I	Institutional Laborer	330— 420 main.
		17	Instructor in Physical Culture	I	Instructor in Military Training	900— 1200 main.
		18	Lauderer	I	Instructor in Physical Culture	600— 720 main.
		19	Miscellaneous Skilled Laborer	II	Lauderer	360— 420 main.
				III	Head Laundress	480— 600 main.
				I	Assist. Laundry Overseer	720— 900 main. (app.)
		20	Miscellaneous Unskilled Laborer	I	Laundry Overseer	480— 600 main. (app.)
		21	Musician		Photographer & Bertillon Measurer	
					Barber	
					Chauffeur	
					Stableman	480— 600 main.
					Watchman	
				II	Coffee Roaster	
				I	Stable Overseer	660— 720 main.
				I	Musician	24— 48 (overtime) (app.)
				II	Bandmaster	300— 900 main. (app.)

A STATE CLASSIFICATION. EXHIBIT 1—Continued

SYMBOL	SERVICE	SYMBOL	NAME OF GROUP	GRADE	TITLE OF POSITIONS	SALARY RATES
G	Institutional (con'd)	22	Plumber & Steam-fitter	I	Plumber & Steamfitter's Helper	\$360— \$480 main.
				II	Plumber Steamfitter	510— 930 main. (app.)
				I	Seamstress	360— 510 main. (app.)
				II	Clothing Caretaker	480— 600 main.
				I	Junior Steward	720— 1560 main. (app.)
		25 26	Storekeeper Trade Instructor	II	Assistant Steward Steward	1800— 2340 main. (additional rate \$2580 in institutions where position is so appraised)
				I	Storekeeper	780— 1320 main. (app.)
				I	Instructor in Baking	480— 900 main. (app.)
					Instructor in Barbering	
					Instructor in Blacksmithing	
					Instructor in Bricklaying & Masonry	
					Instructor in Carpentry	
					Instructor in Clay Moulding & Woodcarving	
					Instructor in Cooking	
					Instructor in Bookbinding	
					Instructor in Dressmaking	
					Instructor in Electrical Work	
					Instructor in Floriculture	
					Instructor in Laundering	
					Instructor in Manual Training	

A STATE CLASSIFICATION. EXHIBIT 1—Continued

SYMBOL	SERVICE	SYMBOL	NAME OF GROUP	GRADE	TITLE OF POSITIONS	SALARY RATES
G	Institutional (con'd)				Instructor in Machinery Work	\$516-\$500 main. Annual \$540-\$780 Per diem \$2 & \$2.50 (Local rates) Annual \$540-\$1080 Per diem \$2-\$4 (Local rates) Annual \$1200-\$1260 Per diem \$4-\$5.50 (Local rates) Annual \$540-\$780 Per diem \$2-\$2.50 (Local rates)
					Instructor in Moulding	
					Instructor in Music	
					Instructor in Painting	
					Instructor in Plumbing & Steam-fitting	
H	Skilled Labor	27 1 2 3	Truckman Blacksmith Bricklayer Carpenter	I I II I I	Instructor in Printing	
					Instructor in Sewing	
					Instructor in Shoemaking	
					Instructor in Sloyd	
					Instructor in Stonecutting	
					Instructor in Tailoring	
					Instructor in Tinsmithing	
					Instructor in Upholstering	
					Truckman	
					Blacksmith and Machinist Helper	

A STATE CLASSIFICATION. EXHIBIT 1—Continued

SYMBOL	SERVICE	SYMBOL	NAME OF GROUP	GRADE	TITLE OF POSITIONS	SALARY RATES
H	Skilled Labor (con'd)			II	Carpenter	Annual \$900-\$1380 Per diem \$3-\$4.50 (Max. rates appraisal) (Local rates) \$ 960-\$1440 (Max. rate appraisal) 960- 1140 1320- 1560
		4	Chauffeur	I	Chauffeur	
		5	Chauffeur in- Cook	I	Motor Truck Driver Chauffeur Examiner	
		6		I	Cook	Monthly 15- 50 (appraisal)
		7	Diver	I	Diver's Helper	720- 900
		8	Electrician	II	Diver	1200- 1440
				I	Wireman	840- 1020 (Local rates)
				II	Lock Operator Electrician	1200- 1560 (Max. rate appraisal)
					Assistant Lock Master	(Local rates)
		9	Electrical Operator and Steam- Engine	I	Assistant Electrical Operator and Steam Engineer	840- 1080 (Local rates)
		10	Elevatorman	II	Electrical Operator and Steam Engineman	1140- 1440 (Local rates)
		11	Fireman of Boilers	I	Elevatorman	720- 960
		12	Fish Hatchery Foreman	I	Fireman of Boilers Fish Hatchery Foreman	840- 1020 (Local rates) 960- 1140

A STATE CLASSIFICATION. EXHIBIT 1—Continued

SYMBOL	SERVICE	SYMBOL	NAME OF GROUP	GRADE	TITLE OF POSITIONS	SALARY RATES
H	Skilled Labor (con'd)	13	Janitor	I	Janitor	\$840-\$1320 (Max. rates appraisal)
		14	Marine Worker	I	Marine Fireman Dredge Operator Captain	720- 1080
		15	Machinist	II	Marine Engineman Blacksmith and Machinist Helper	900- 1200 1320- 1560
				I		Annual 540- 660 Per diem \$2-\$2.50 (Local rates)
				II	Machinist	\$900-\$1440 (Max. rates appraisal) (Local rates) (Appraisal)
		16	Miscellaneous Skilled Laborer			
		17	Nursery Foreman	I	Nursery Foreman	720- 900
		18	Painter	I	Painter	Annual 900- 1200 Per diem \$3-\$4 (Local rates)
				II	Foreman Painter	Annual \$1200-\$1320 Per diem 4- 4.50 (Local rates)
		19	Photographer	I	Photographer	\$ 960-\$1320 Subterranean, \$1800-\$2340 1020-1440
		20	Plumber	I	Plumber	(Local rates) 840- 960
		21	Poultryman	I	Poultryman	840- 1200
		22	Preparator	I	Preparator	(Max. rate appraisal) 600- 729
		23	Printer	I II	Apprentice to Compositor Compositor	900- 1260

A STATE CLASSIFICATION. EXHIBIT 1—Concluded

SYMBOL	SERVICE	SYMBOL	NAME OF GROUP	GRADE	TITLE OF POSITIONS	SALARY RATES
H	Skilled Labor (con'd)	24	Sheet Metal Worker & Roofer	I	Roofer's Helper & Rigger	\$ 900-\$1080 (Local rates)
				II	Sheet Metal Worker & Roofer	1200- 1440 (Local rates)
		25	Skilled Labor Foreman	I	Skilled Labor Foreman	1200- 1440
					Supervisor of Bridges	
				II	Division Foreman	
I	Labor	26	Steam Fitter	I	Superintendent of Repairs	1680- 2160 (Max. rate appraisal)
					General Foreman	Annual \$720-\$840 Per diem 2- 2.50 (Local rates)
				II	Steam Fitter's Helper	960- 1440 (Local rates)
		27	Stone Mason and Stonecutter	I	Steam Fitter	1200- 1440 (Local rates)
		28	Taxidermist	I	Stone Mason	(Local rates)
		29	Upholsterer	I	Taxidermist	840- 1200
		1	Cleaner	I	Upholsterer	900- 960
		2	Foreman of Labor	I	Cleaner	Monthly \$25-\$32 1020- 1320 (Local rates)
		3	Gardener	I	Foreman	900- 1200
		4	Laborer	I	Gardener	Annual \$480-\$900 Per diem \$2-\$3 (Local rates)
		5	Laboratory Helper	I	Laborer	\$240-\$540 600
		6	Seamstress	I	Laboratory Helper	420- 840
		7	Watchman	I	Seamstress	
					Watchman	
					Orderly	

EXHIBIT 2

A CITY CLASSIFICATION

PROPOSED CLASSIFICATION OF SERVICES AND GROUPS INCLUDING
TITLES AND SALARY RATES—NEW YORK CITY

A CITY CLASSIFICATION
EXHIBIT 2—PROPOSED CLASSIFICATION OF SERVICES AND GROUPS INCLUDING TITLES
AND SALARY RATES—DEC. 1915 *
NEW YORK CITY

SYMBOL	SERVICE	SYMBOL	GROUP	GRADE	TITLE OF POSITIONS	SALARY RATES
X	Executive	X C	Executive Council Commissioner	1	Commissioner	\$3600—\$6000
		X K		2	Commissioner	7500—15000
		X D		1	Deputy Comr.	3600— 7500
		X S		1	Executive Secy.	3000— 5100
C	Clerical	C B	Bookkeeper	1	Junior Bookkeeper	840— 1200
				2	Bookkeeper	1320— 1680
				3	Senior Bookkeeper	1800— 2820
				1	Cashier	1320— 1800 S A **
		C R	Cashier	2	Senior Cashier	1980— 2160 S A
				3	Asst. Recr. of Revenue	2340— 4140 S A
				4	Recr. of Revenue City Paymaster	4440— 5160 S A
				1	Office Boy	300— 480
		C C	Clerk	2	Junior Clerk	540— 720
				3	Assistant Clerk	840— 1200 S A
					Assistant Clerk (Hollerith Operator)	720— 960
					Assistant Clerk (Multigraph Operator)	720— 960 S A
				4	Clerk	1320— 1800 S A
				4	Clerk (Bertillon)	
				5	Clerk (Fingerprint)	
					Senior Clerk	1980— 2580 S A

* The titles and salary rates set up in this classification are the basis for all reports of the Bureau of Standards to the Board of Estimate in filling current vacancies and in the preparation of the budget. A new civil service classification incorporating these titles and rates is about to be adopted.

**“S. A.” indicates special appraisal grade.

A CITY CLASSIFICATION. EXHIBIT 2—Continued

SYMBOL	SERVICE	SYMBOL	GROUP	GRADE	TITLE OF POSITIONS	SALARY RATES
C	Clerical	C L	Departmental Librarian	6	Senior Clerk (Fingerprint)	\$2820—\$3540 S A
				1	Chief Clerk Librarian	900—1500 S A
		C I	Interpreter	2	Law Librarian	1800—2880 S A
				1	Court Librarian Interpreter	1080—1260 (\$120 extra lang.)
		C M	Messenger	2	Court Interpreter	1380—2280 (\$120 extra lang.)
				1	Junior Messenger	540—780 S A
		C P	Private Secretary	2	Messenger	840—1200 S A
				1	Process Server	1800—2160 S A
		C A	Purchasing Agent	2	Private Secretary	2400—3360 S A
				3	Senior Private Secretary	3600—up S A
		C S	Stenographer	1	Executive Private Secretary	2100—3960 S A
				2	Purchasing Agent	4500—up S A
				2	Purchasing Agent and Assistant Super'r (City Record)	No rates set up
				3	Chief Purchasing Agent and Supervisor (City Record) Supt. of School Supplies General Purchasing Agent	\$720—\$900 (Men \$780)
				1	Junior Stenographer	960—1200
				2	Junior Stenotypist Stenographer Stenotypist	

A CITY CLASSIFICATION. EXHIBIT 2—Continued

SYMBOL	SERVICE	SYMBOL	GROUP	GRADE	TITLE OF POSITIONS	SALARY RATES
C	Clerical			3	Senior Stenographer	\$1320-\$1680 S A
					Senior Stenotypist	(Head Steno. Bureau \$1800)
					Reporting Stenographer	1320-1980 S A
					Reporting Stenotypist	
				4	Court Stenographer	2100-2940 S A
				1	Telephone Operator	\$600-\$1020 (Men \$660)
		C O	Telephone Oper.	1	Junior Typist	600-780 (Men \$660)
		C T	Typist	2	Typist	840-1020
				3	Senior Typist (Computing)	1140-1380 S A
					Senior Typist	
O	Professional			1	Accounting Assistant	900-1140
		O A	Accountant	2	Junior Accountant	1260-1920 S A
				3	Senior Accountant	2100-3660 S A
				4	Managing Accountant	3960-up S A
				1	Architectural Asst.	900-1140
				2	Junior Architect	1260-2100 S A
				3	Assisting Architect	2280-3180 S A
				4	Architect	3420-up S A
					Consulting Architect	
					Landscape Architect	
		O B	Bacteriologist	1	Asst. Bacteriologist	1380-2100 S A
				2	Part time	1200-1800 S A
					Bacteriologist	2280-3420 S A
					Part time	1980-3060 S A
				3	Director of Health Laboratories	5100-up S A
		O C	Chaplain	1	Chaplain	900
					(With or without maint.)	
					Part time	480

A CITY CLASSIFICATION. EXHIBIT 2—Continued

SYMBOL	SERVICE	SYMBOL	GROUP	GRADE	TITLE OF POSITIONS	SALARY RATES
O	Professional	O K	Chemist & Physicist	1	Asst. Chemist	\$1260—\$2100 S A
				2	Asst. Physicist	2280— 3420 S A
				3	Chemist	3660— 4560 S A
				1	Physicist	240— 360
		O B	Dentist	2	Chief Chemist and Physicist	900— 1380
				3	Dental Intern	(18 hrs. W K)
				1	Dentist	1500— 1740 S A
				2	Maint. for full time	(18 hrs.)
		O T	Dietitian	3	Supervising Dentist	720— 900 maint.
				1	Maint. for full time	1020— 1380 maint.
				2	Dietitian	1800— 2820 S A
				3	Head Dietitian	
		O E	Engineer	1	Department Dietitian	
				2	With or without maint.	
				3	Engineering Asst.	900— 1140
				4	Junior Engineer	1260— 2100 S A
				1	Junior Engineer (Civil)	
				2	Junior Engineer (Mechanical)	
				3	Junior Engineer (Electrical)	
				4	Junior Engineer (Sanitary)	
				1	Assistant Engineer	2280— 3180 S A
				2	Assistant Engineer (Civil)	
				3	Assistant Engineer (Mech.)	
				4	Assistant Engineer (Elect.)	
				1	Assistant Engineer (Sanit.)	
				2	Assistant Engineer (Surveyor)	
				3	Senior Asst. Engineer	3420— 4560 S A
				4		

A CITY CLASSIFICATION. EXHIBIT 2—Continued

SYMBOL	SERVICE	SYMBOL	GROUP	GRADE	TITLE OF POSITIONS	SALARY RATES			
O	Professional (con'd)	O E	Engineer (con'd)	4	Senior Asst. Engineer (Civil)	\$4860—\$6120 S A			
					Senior Asst. Engineer (Mech.)				
					Senior Asst. Engineer (Elect.)				
					Senior Asst. Engineer (Sanit.)				
				5	Senior Asst. Engineer (Surveyor)				
					Engineer				
				Forester and Entomologist Lawyer	6		Engineer (Civil)	6120—up S A	
							Engineer (Mechanical)		
							Engineer (Electrical)		
							Engineer (Sanitary)		
							Chief Engineer		
							Consulting Engineer		
		O O			1		Chief Engineer (Surveyor)	1920— 2700 S A	
							Forester		
					1		Entomologist		900— 1140
					2		Junior Law Assistant		1260— 2280 S A
O L			3	Junior Assistant Corporation Counsel	2460— 4560 S A				
				Junior Counsel					
				Deputy Assistant Corporation Counsel					
			4	Counsel		4860— up S A			
				Assistant Corporation Counsel					
			1	Nurse (R. N.)			600— 720 maint. 900— 1080		
O N			2	Field Nurse (R. N.) (\$180. bonus for Tb, etc. service)	780— 1200 maint. S A 1140— 1440 S A				
				Chief Nurse (R. N.)					
					Supervising Field Nurse (R. N.)				

A CITY CLASSIFICATION. EXHIBIT 2—Continued

SYMBOL	SERVICE	SYMBOL	GROUP	GRADE	TITLE OF POSITIONS	SALARY RATES
O	Professional (con'd)	O N	Nurse	3	Assistant Supt. of Nurses	\$1320—\$1560 maint. S A
					Assistant Director of Field Nurses	1560— 1680 S A
				4	Supervisor of Social Service Nurses	1680— 1980 maint. S A
		O G	Pathologist	5	Superintendent of Nurses	1800— 1980 S A
					Director of Field Nurses	2280— 3180 S A
				1	General Supt. of Nurses	1500— 2100 S A
		O F	Pharmacist	2	Assist. Pathologist	2280— 3420 S A
				3	Pathologist	5100— up S A
					Director of Pathological Laboratories	
		O P	Physician	1	Asst. Pharmacist	660— \$900 maint.
				2	Pharmacist	900— 1140 without maint.
				3	Head Pharmacist	1020— 1260 maint.
				1	Medical Internes (In hospital or institutional service)	1260— 1500 without maint.
				2	Asst. Physician	1620— 2460 S A
					Asst. Physician (Medical Clerk)	240— 360
					Asst. Physician (Clinic)	900— 1380 maint.
					Physician (Alienist)	1140— 1500
					Physician (Anaesthetist)	300— 660
						(6 hrs. wk.) S A
						900— 1140
						(18 hrs. wk.)
						1500— 2280 maint. S A

A CITY CLASSIFICATION. EXHIBIT 2—Continued

SYMBOL	SERVICE	SYMBOL	GROUP	GRADE	TITLE OF POSITIONS	SALARY RATES
O	Professional (con'd)	O P	Physician (con'd)	3	Physician (Roentgenologist)	\$1740—\$2280 1740— 2280 2520— 3480 maint. S A
				4	Physician (Oculist)	
					Physician (Supervising District)	
					Physician (Diagnostician)	
					Senior Physicist	
				5	Senior Physician (Alienist)	
					Senior Physician (Anaesthetist)	
					Senior Physician (Roentgenologist)	
					Senior Physician (Asst. Registrar)	
					Assistant Medical Supt.	
B	Sub-Professional	O V	Veterinarian	5	Medical Supt.	\$3780—\$4680 S A Maintenance for phys. in hosp. or institu.
				6	Chief Physician	
					Chief Physician (Alienist)	
					Chief Physician (Diagnostician)	
					Chief Physician (Registrar)	
				1 & 2	General Medical Supt.	
					Health Director	
					Veterinarian	
						5100— up S A
						1800— 2340 S A
				3	Supervising Veterinarian	1200— 1560 (18 hrs. wk.) S A 3000— 3480 S A 1800— 2160 (21 hrs. wk.) 600— 720 (Without maint.) 360— 480 (With maint.)
		B F	Apprentice Pharmacist	1	Apprentice Pharmacist	

A CITY CLASSIFICATION. EXHIBIT 2—Continued

SYMBOL	SERVICE	SYMBOL	GROUP	GRADE	TITLE OF POSITIONS	SALARY RATES
B	Sub-Professional (con'd)	B A	Aboriculturist	1	Aboriculturist	\$1260-\$1740 S A
		B C	Computer	1	Computer	1200- 1800 S A
		B D	Draftsman	2	Senior Computer	1980- 2160 S A
				1	Junior Draftsman	900- 1200 S A
				2	Draftsman	1380- 1800 S A
		B I	Instrumentmen	1	Plan Examiner	1200- 1800 S A
					Junior Instrumentman	900- 1200 S A
		B B	Laboratory Assistant	1	Instrumentmen	1320- 1800 S A
					Laboratory Asst. (Bacteriologist)	600- 1200 S A
					Laboratory Asst. (Pathology)	
					Laboratory Asst. (Chemistry)	
					Laboratory Asst. (Physics)	
					Junior Law Clerk	900- 1200
					Law Clerk	1320- 1800 S A
		B L	Law Clerk	3	Senior Law Clerk	1900- 2820 S A
				4	Chief Law Clerk	3060- 4140 S A
		B N	Pupil Nurse	1	Pupil Nurse	96- maint. (Bellevue and allied) \$120- \$180 Maint., Dept. of Char- ities
		B X	Title Examiner	1	Junior Title Examiner	\$900-\$1320
					Title Examiner	1440- 1980
					Senior Title Examiner	2160- 3060

A CITY CLASSIFICATION. EXHIBIT 2—Continued

SYMBOL	SERVICE	SYMBOL	GROUP	GRADE	TITLE OF POSITIONS	SALARY RATES
B	Sub-Professional (con'd)	B Z	Miscellaneous Sub-Professional Worker	1	Psychologist	\$1500—\$1920 S A
E	Educational	E I	Industrial Instr.	1	Industrial Instr. (Handicrafts)	900—1500 S A
				2	Industrial Instr. (Farming)	(With or without maint.)
					Industrial Instr. (Trades)	
					Superv. of Industrial Instruc- tions	2400—3600 S A
				1	Play Leader	900—1020
					Swimming Instruct.	
					Athletic Instructor	
					School Farm Instr.	
				2	Head Recreation Instructor	1140—1500 S A
					Head School Farm Instructor	
				3	Asst. Director of Recreation	2100—2460 S A
					School Farm Supervisor	1800—2160 S A
					Supervisor (Vol. Life Saving Course)	1500—1740 S A
				4	Director of Recreation.	2700—3660 S A
				1	Instructor (Band Music)	900—1200 S A
				1	Building Inspector	1140—1500
					Building Inspector (Tenements)	1140—1380
					Building Inspector (Iron & Steel)	1140—1500
					Building Inspector (Elevators)	1140—1380
					Building Inspector (Plumbing & Sanitation)	
I	Inspectional	E Z I B	Misc. Instructor Inspector of Buildings			

A CITY CLASSIFICATION. EXHIBIT 2—Continued

SYMBOL	SERVICE	SYMBOL	GROUP	GRADE	TITLE OF POSITIONS	SALARY RATES
I	Inspectional (con'd)	I B	Inspector of Buildings (con'd)	1	Building Inspector (Plastering)	
					Building Inspector (Fire Prevention)	
				2	Building Inspector (Heating)	\$1620—\$2100 S A
					Senior Building Inspector	1500— 1920 S A
					Senior Building Inspector (Tenements)	
					Senior Building Inspector (Iron & Steel)	1620— 2100 S A
					Senior Building Inspector (Fire Prevention)	1500— 1912 S A
					Senior Building Inspector (Elevators)	
					Senior Building Inspector (Plumbing)	
				3	Assistant Chief Bldg. Insp. (Manhattan or Blkn.)	2280— 2940 S A
					Chief Building Inspector (Bronx, etc.)	
					Chief Building Inspector (Tenements)	2100— 2940 S A
					Chief Building Inspector (Fire Prevention)	2400— 3360 S A
				4	Chief Bldg. Inspector (Manhattan or Blkn.) Director (Bureau of Bldgs. Bronx, etc.)	3180— 4260

A CITY CLASSIFICATION. EXHIBIT 2—Continued

SYMBOL	SERVICE	SYMBOL	GROUP	GRADE	TITLE OF POSITIONS	SALARY RATES
I	Inspectional (con'd)	I B	Inspector of Buildings (con't)	4	Asst. Director (Bureau of Fire Prevention)	\$3600—\$4200
				5	Director (Bureau of Bldgs. Man. or Blkn.)	4560— 6120
		I C	Inspector of Combustible & Blasting		Director (Bureau of Fire Prevention)	4560— 5280
				1	Inspector of Combustibles	1140— 1440
					Inspector of Blasting	
		I E	Inspector of Electricity & Lighting	2	Senior Inspector of Combustibles	1560— 1980 S A
					Senior Inspector of Blasting	
				3	Chief Inspector of Combustibles & Blasting	2400— 3360 S A
		I H	Inspector of Health	1	Inspector of Electricity	1140— 1500
				2	Inspector of Lighting	1020— 1200
					Senior Inspector of Electricity	1620— 1920
				3	Senior Inspector of Lighting	1320— 1560
				1	Chief Inspector of Electricity	2900— 2940
				2	Health Inspector	1140— 1380
				3	Senior Health Insp.	1500— 1920 S A
				4	Chief Health Insp.	2100— 2700 S A
					Asst. Health Director (Bureau of Sanitary Inspection)	2940— 3420 S A
					Asst. Health Director (Bureau of Food Inspection)	
					Health Director (Bureau of Sanitary Inspection)	
				5	Health Director (Bureau of Food Inspection)	5100— 5940 S A

A CITY CLASSIFICATION. EXHIBIT 2—Continued

SYMBOL	SERVICE	SYMBOL	GROUP	GRADE	TITLE OF POSITIONS	SALARY RATES
I	Inspectional (con'd)	I L	Inspector of Licenses	1	Inspector of Licensed Vehicles	\$1140—\$1380
				2	Supervising Inspector of Licenses	1500— 1920 S A
				3	Chief Inspector of Licenses	2100— 2700 S A
				1	Inspector of Pub. Wks.	1140— 1500
		I W	Inspector of Public Works		Inspector of Pub. Wks. (Highways)	
					Inspector of Pub. Wks. (Sewers)	
					Inspector of Pub. Wks. (Water mains)	
				2	Senior Inspector of Pub. Wks.	1620— 1920 S A
		I R	Inspector of Repairs & Supplies		Senior Inspector of Pub. Wks. (Highways)	
					Senior Inspector of Pub. Wks. (Sewers)	
					Senior Inspector of Pub. Wks. (Water mains)	
				3	Senior Inspector of Pub. Wks. (Shop & Foundry)	2100— 3180 S A
				1	Supt. of Public Works	1140— 1380
					Supt. of Municipal Asphalt Plant	
				2	Inspector of Repairs	1500— 1920 S A
					Inspector of Supplies	
					Inspector of Supplies (Egg candler)	
					Senior Insp. of Repairs	
					Senior Insp. of Supplies	
					Senior Insp. of Repairs & Sup- plies	

A CITY CLASSIFICATION. EXHIBIT 2—Continued

SYMBOL	SERVICE	SYMBOL	GROUP	GRADE	TITLE OF POSITIONS	SALARY RATES
I	Inspectional (con'd)	I R	Inspector of Repairs & Supplies (con'd)	3	Chief Inspector of Supplies	\$2100—\$3660 S A
					Chief Inspector of Repairs	
					Chief Inspector of Repairs & Supplies	
V	Investigational	I M	Inspector of Weights & Measures	1	Inspector of Weights & Measures	1140—1380
				2	Supervising Insp. of Weights & Measures	1500—1920
		I Z	Miscellaneous Inspector		Supervising Insp. of Weights & Measures (Mechanical)	1800—2340
				1	Inspector of Meters	1020—1200
		V A	Attendants Officer	2	Inspector of Boilers	1140—1380
				1	Senior Insp. of Meters	1320—1560
				1	Attendants Officer	1020—1380
				2	Supervising Attends. Officer	1500—1920 S A
		V E	Civil Service Examiner	3	Asst. Director (Bureau of Compulsory educ.)	2100—2700 S A
				4	Director (Bureau of Compulsory educ.)	3600—4200 S A
				1	Civil Service Examiner	1800—2580
					Supervisor of Civil Service Exam.	1800—2160
					Physical Examiner (Civil Service)	1680—2160
					Civil Service Exam. (Efficiency Records)	1800—2580
					Senior Civil Service Examiner	2820—3300 S A
					Medical Examiner (Civil Service)	\$10. per diem 2820—3300 S A 2100—2460 Part time \$10. per diem

A CITY CLASSIFICATION. EXHIBIT 2—Continued

SYMBOL	SERVICE	SYMBOL	GROUP	GRADE	TITLE OF POSITIONS	SALARY RATES
V	Investigational (con'd)	V E	Civil Service Examiner (con'd)	3	Asst. Chief Civil Service Examr. Chief Medical Examr. (Civil Service)	\$3540—\$4140 S A 3540— 4140 S A 2700— 3180 (Part time)
				4	Chief Civil Service Examiner	4440— 5160 S A
				1	Civil Service Invest.	1500— 1740
				2	Chief Civil Service Investigator	2400— 3120
		V C	Civil Service Investigator	1	Claim Investigator	1080— 1500 S A
				2	Senior Claim Invest.	1620— 2280 S A
		V K	Claim Investigator	1	Deputy Tax Comr.	2400— 3600
				2	Senior Deputy Tax Comr., (Borough Chief)	3900— 4200 S A
		V T	Deputy Tax Comr.		Senior Deputy Tax Comr. (Real Est. of Corps.)	
					Senior Deputy Tax Comr. (Pers. Est. of Borough)	
					Senior Deputy Tax Comr. (Per. Est. of Corpor'ns)	
				3	Asst. Chief Deputy Tax Comr. (Real Estate)	4200— 4500 S A
					Chief Deputy Tax Comr. (Personal Est.)	
				4	Chief Deputy Tax Comr. (Real Estate)	4800— 7200 S A
		V F	Fire Investigator	1	Asst. Fire Marshal	1500— 1740 S A
				2	Fire Marshall	1920— 2280 S A
				3	Deputy Fire Marsh.	2520— 3000 S A
				4	Chief Fire Marshal	3360— 3600 S A

A CITY CLASSIFICATION. EXHIBIT 2—Continued

SYMBOL	SERVICE	SYMBOL	GROUP	GRADE	TITLE OF POSITIONS	SALARY RATES
V	Investigational (con'd)	V M	Municipal Examr.	1	Asst. Munic. Examr.	\$1200-\$1800
				2	Municipal Examr.	1980-2880 S A
				3	Senior Munic. Examr.	3060-3840 S A
				4	Chief Munic. Examr.	4140-4740 S A
		V P	Probation Officer		Asst. Director (Bureau of Standards) (Rates for full and part time service refer to both positions.)	2400-2880 (Part time)
				5		
				1	Probation Officer	5160-7200 S A
					Parole Officer	1200-1560
				2	Senior Probation Off.	1680-2160 S A
				3	Deputy Chief Prob. Officer	2340-2820 S A
				4	Chief Prob. Officer	3060-4120 S A
		V V	Social Investigator	1	Social Investigator	1080-1380
				2	District Supt. of Social Invests.	1500-1920 S A
				3	Superv. of Social Investigations	2100-2940 S A
				4	Director of Social Investigations	3900-4200 S A
N	Institutional	V S	Statistician	1	Junior Statistician	1200-1800
				2	Statistician	1980-2820
				3	Senior Statistician	3060-4140 S A
					Charity Application Investigator	600-900 S A
		V Z	Misc. Investigator	1	Editor (City Record)	2100-2940 S A
				2	Special Investigator	1200-1800 S A
				3	No specifications	
		N A	Artisan	4	Director (In Public Employment Bureau)	3120-3600
					Hospital Artisan	480-600 without maintenance
				I		240-360 with maintenance

A CITY CLASSIFICATION. EXHIBIT 2—Continued

SYMBOL	SERVICE	SYMBOL	GROUP	GRADE	TITLE OF POSITIONS	SALARY RATES
N	Institutional (con'd)	N A	Artisan (con'd)	II	Sr. Hospital Artisan	\$630—\$780
					Sr. Prison Artisan	without maintenance 390— 540
		N Q	Culinary Worker	I	Cook (Men)	with maintenance 480— 660 M S A
					Butcher	660— 840 W M S A
				II	Baker	420— 600 M S A
					Cook (Women)	780— 960 W M S A
					Head Cook (Men)	540— 720 M S A
					Head Baker	360— 540 M S A
		N H	Helper	I	Head Cook (Women)	720— 900 M S A
					Junior Hosp. Helper	1080—1320 W M S A
				II	Hospital Helper (Men)	840—1080 M S A
					Hospital Helper (Women)	600— 780 M S A
				III	Senior Hosp. Helper (Men)	120— 150 M
					Hospital Helper (Men)	450— 600 W M
					Senior Hosp. Helper (Men)	240— 360 M
					Sr. Prison Helper (Men)	450— 540 W M
				III	Sr. Hosp. Helper (Women)	210— 300 M
					Sr. Prison Helper (Women)	630— 720 W M
					Sr. Hosp. Helper (Women)	390— 480 M
					Sr. Prison Helper (Women)	630— 720 W M
					Sr. Hosp. Helper (Women)	390— 480 M
					Sr. Prison Helper (Women)	570— 660 W M
					Sr. Prison Helper (Women)	330— 420 M
					Sr. Prison Helper (Women)	570— 660 W M
					Sr. Prison Helper (Women)	330— 420 M

A CITY CLASSIFICATION. EXHIBIT 2—Continued

SYMBOL	SERVICE	SYMBOL	GROUP	GRADE	TITLE OF POSITIONS	SALARY RATES
N	Institutional (con'd)	N T	Hosp. Attend. & Orderly	I	Pupil Hosp. Attendant	\$180 M
				II	Graduate Hosp. Attend.	600—\$780 W M
		N C	Institutional Clerk		Hospital Orderly	360—540 M
						540—720 W M
				I	Junior Insti. Clerk	300—480 M
				II	Institutional Clerk	540—720 W M
		N S	Institutional Supervisor			300—480 M
					Matron	840—1200 W M
				I	Overseer	600—960 M
				II	Head Matron	540—720 M
			Laundryman		Head Overseer	600—780 M
					Asst. Steward	780—900 M
				III	Dep. Lay Supt.	840—960 M
				IV	Steward	840—960 M
		N L	Prison Keeper		Lay Supt.	840—960 M
					Head Laundryman	840—960 M
				II	Supt. of Laundry	1200—1800 M
				I	Prison Keeper	1080—1800 M
		N P	Prison Keeper		Prison Matron	2100—3660 M
					Police Matron	840—1320 W M
				II	Head Prison Keeper	600—1080 M
				III	Head Prison Matron	1800—2340
					Dep. Warden	900—1260
					Supt. Women Prisoners	660—960
						660—960
						1380—1740
						1080—1440
						1920—2280
						1920—2280

A CITY CLASSIFICATION. EXHIBIT 2—Continued

SYMBOL	SERVICE	SYMBOL	GROUP	GRADE	TITLE OF POSITIONS	SALARY RATES
N	Institutional (con'd)	N P	Prison Keeper (con'd)	IV	Warden	\$2520-\$3480 S A
T	Skilled Trades	N Z	Misc. Institutional Worker	I	Coffee Roaster	900- 1080
		T B	Bookbinder	1	Farmer	720- 900
		T B	Builder	1	Bookbinder	1140- 1320
					Bricklayer	1560- 1680
					Flagger	1200- 1320
					Glazier	960- 1080
					Marble-setter	1320- 1440
					Paver	1320- 1440
					Plasterer	1440- 1560
					Rammersman	1080- 1200
					Stonecutter	1320- 1440
					Stone-mason	1260- 1380
					(Annual Comp. for regular serv- ice exclusive of Sundays or Sundays and holidays. In- cludes bookbinder group)	
		T V	Diver	1	Asst. Diver	\$3.50 per diem
				2	Diver	1.25 per hr.
				3	Chief Diver	1620- 1920 S A
		T E	Electrical Worker	1	Lineman	960- 1140
					Asst. Electrician	1500- 1620 } 365
				2	Electrician	
					Cable splicer	1260- 1380 } days
				3	Foreman Electrician	1500- 1620 S A
		T G	Engineman	1	Fireman	960- 1032(365 dys)
				2	Oilier	
					Stationary Engineman	1380- 1500(365 dys)

A CITY CLASSIFICATION. EXHIBIT 2—Continued

SYMBOL	SERVICE	SYMBOL	GROUP	GRADE	TITLE OF POSITIONS	SALARY RATES
T	Skilled Trades (con'd)	T G	Engineman (con'd)	2	Stationary Engineman (Steam roller)	
				3	Stationary Engineman (Pile driver)	\$1620-\$2100 S A
				4	Supervising Engineman	2340- 2580 S A
				1	Chief Engineman	1200- 1500
		T H	Fire Telegraph Dispatcher		Fire Telegraph Dispatcher	
				2	Senior Fire Telegraph Dispatcher	1620- 1920 S A
				3	Chief Fire Telegraph Dispatcher	2100- 2280 S A
		T L	Leather Worker	1	Harness Maker	1080- 1200
					Shoemaker	960- 1080
					(Compensation for regular serv- ice exclusive of Sundays or Sundays and holidays)	
		T N	Marine Engineman	1	Marine Stoker	960- 1032(365days)
					Marine Water tender	
					Marine Oiler	
					Marine Engineman	1080- 1200
		T O	Marine Officer	2	Chief Marine Engineman	1200- 1800
				3	Deckhand	720- 840
				1	Mate	888- 984
				2	Pilot	1260- 1380
		T K	Mechanic	3	Fire Pilot	1500- 1620
				4	Master	1560- 1920
				5	Supt. of Ferries	3600- 4500 S A
				1	Caulker	1260-1380 (365 days)
					Clock Repairer	1080- 1200

A CITY CLASSIFICATION. EXHIBIT 2—Continued

SYMBOL	SERVICE	SYMBOL	GROUP	GRADE	TITLE OF POSITIONS	SALARY RATES
T	Skilled Trades (con'd)	T K	Mechanic (con'd)	1	Hose and Tire Repairer	\$1080—\$1200 (365 days)
					Lamp Maker	1080—1200
					Machinist	1380—1500 (365 days)
					Orthopedic Mechanic	1200—1320
					Rigger	1260—1380 (365 days)
					Ship Caulker	1080—1200
					Tapper	1080—1200
					Foreman Machinist	1380—1500 S A
					Foreman Rigger	1140—1200 S A
					Foreman Mechanic	1380—1500 S A
		T M	Metal Worker	1	Blacksmith	1200—1320
					Boiler Maker	960—1080
					Brass Finisher	1080—1200
					Bridge Mechanic & Riveter	1320—1440
					Core Maker	960—1080
					Horsehoeing	1200—1320
					Housesmith	1320—1440
					Moulder	1080—1200
		T X	Motor Driver	2	Nickel Plater	1080—1200
					Sheet metal worker (Compensation for regular serv- ice exclusive of Sundays or Sundays & holidays)	1320—1440
					Foreman Blacksmith	1380—1500 S A
					Foreman Boilermaker	1140—1260 S A
					Foreman Bridge Mechanic & Riveter	1500—1620 S A
				1	Motor Driver	1020—1320

A CITY CLASSIFICATION. EXHIBIT 2—Continued

SYMBOL	SERVICE	SYMBOL	GROUP	GRADE	TITLE OF POSITIONS	SALARY RATES
T	Skilled Trades (con'd)	T X	Motor Driver (con'd)	1	Motor Truck Driver	\$960-\$1200
				2	Garage Supervisor	1440- 1560
		T A	Painter	3	Asst. Supt. of Garages	1680- 2160
				4	Supt. of Garages	2700- 3180
				1	Painter	1080- 1200
					Decorator	120- 1320
		T F T P	Photographer Plumber & Pipe fitter		Grainer	
					Letterer	
					Striper	
					(Compensation for regular serv- ice exclusive of Sundays or Sundays & holidays)	
				2	Foreman Painter	1140- 1260 S A
				1	Photographer	1200- 1620 S A
				1	Plumber	1680- 1800 (365 days)
					Pipe fitter	1680- 1800 (365 days)
					Thermostat Repairer	1440- 1560
					(Compensation for thermostat repairer for regular service, ex- clusive of Sundays, or Sundays or holidays.)	
		T I	Printer	1	Press feeder	720- 840
					Pressman	1080- 1200
					Compositor	1020- 1140
		T R T U	Rockworker Upholsterer	1	Blaster	\$5.00 per diem
				1	Upholsterer	1020- 1140
					Shade fitter	900- 1020

A CITY CLASSIFICATION. EXHIBIT 2—Continued

SYMBOL	SERVICE	SYMBOL	GROUP	GRADE	TITLE OF POSITIONS	SALARY RATES
T	Skilled Trades (con'd)	T W	Woodworker	1	Carpenter	\$1380—\$1440
					Dock Builder	1080— 1200
					Machine Woodworker	1320— 1440
					Pattern Maker	1080— 1200
					Ship Carpenter	1080— 1200
					Wood Sawyer	1080— 1200
					Wheelwright	1080— 1200
K	Custodial	K A	Animal Keeper	2	(Compensation for regular service exclusive of Sundays, or Sundays and holidays)	
					Foreman Carpenter	1260— 1620 S A
					Foreman Dockbuilder	1260— 1380 S A
					Foreman Ship Carpenter	1260— 1380 S A
					Animal Keeper	900— 1080
					Aquarist	900— 1080
					Head Animal Keeper	1140— 1380
					Head Aquarist	1140— 1380
					Menagerie Supt.	1800— 2580 S A
					Aquarium Supt.	1800— 2580 S A
					Bridge Tender	816— 960
					Head Bridgetender	\$2.50 per diem
						1020— 1200
K	Caretaker	K B	Bridge Tender	I		\$3.00 per diem
						780— 960
						\$2.50 per diem
						780— 960
K	Morgue Keeper (Men)	K C	Caretaker	I		\$2.50 per diem
						780— 960
K	Curator (Men)					\$2.50 per diem
						\$2.50 per diem

A CITY CLASSIFICATION. EXHIBIT 2—Continued.

SYMBOL	SERVICE	SYMBOL	GROUP	GRADE	TITLE OF POSITIONS	SALARY RATES
K	Custodial (con'd)	K C	Caretaker (con'd)	I	Caretaker (Women)	\$660— \$840
					Morgue Keeper (Women)	\$2.00 per diem 660— 840
				II	Curator (Women)	\$2.00 per diem
					Head Caretaker	\$660—\$840 \$2.00 per diem
					Head Morgue Keeper	1020— 1200 S A
					Senior Curator	1020— 1200 S A
				III	Janitor	\$3.00 per diem
					Supervisor of Caretakers	1320— 1560 S A
				IV	Asst. Supt. of Pub. Bldgs. & Offices	1200— 1800 S A
					Supt. of Pub. Bldgs. & Offices	1980— 3300 S A
		K K	Court & Legislative Attend.	V	Court Attendant	3000— 5100 S A
				I	Asst. Sergeant-at-Arms	1080— 1380 S A
		K D	Dockmaster	II	Sergeant-at-Arms	1020— 1200 S A
				I	Dockmaster	1320— 1440 S A
		K S	Storekeeper	II	Supt. of Docks	1800— 2160 S A
				I	Stores Foreman	3600— 4200 S A
		K W K Z	Watchman Miscellaneous Custodian	II	Storekeeper	900— 1200 S A
				III	Sr. Storekeeper	1320— 1800 S A
				IV	General Storekeeper	1980— 2580 S A
				I	Watchman	\$.....*
				I	*	720— 840 \$.....*

* Positions and salary rates not determined.

A CITY CLASSIFICATION. EXHIBIT 2—Continued.

SYMBOL	SERVICE	SYMBOL	GROUP	GRADE	TITLE OF POSITIONS	SALARY RATES
S	Street Cleaning	S R S C	Recruit Street Cleaner	I	Recruit (Dept. of St. Cleaning)	\$2.00 per diem
					Sweeper (Dept. of St. Cleaning)	\$ 720—\$ 840
					Sweeper (Bur. of St. Cleaning, Queens)	720— 840
				II	Sweeper (Bur. of St. Cleaning, Richmond)	720— 840
					Asst. Section Foreman (Dept. St. Cleaning)	936— 1032
					Asst. Section Foreman (Bur. of St. Cleaning, Queens)	888— 984
				III	Section Foreman (Dept. Street Cleaning)	1140— 1380
					Section Foreman (Bur. of St. Cleaning, Queens)	1080— 1320
					Section Foreman (Bur. of St. Cleaning, Richmond)	1080— 1320
			I		Driver (Dept. St. Cleaning)	768— 888
					Driver (Bur. St. Cleaning, Queens)	768— 888
					Driver (Bur. of St. Cleaning, Richmond)	768— 888
					Hostler (Dept. St. Cleaning)	744— 864
					Hostler (Bur. of St. Cleaning), Queens)	744— 864
					Hostler (Bur. of St. Cleaning, Richmond)	744— 864
			S K		Stableman (Dept. St. Cleaning)	720— 840
					Stableman (Bur. St. Cleaning, Queens)	720— 840

A CITY CLASSIFICATION. EXHIBIT 2—Continued

SYMBOL	SERVICE	SYMBOL	GROUP	GRADE	TITLE OF POSITIONS	SALARY RATES
S	Street Cleaning (con'd)	S K	Refuse Collector (con'd)	I	Stableman (Bur. St. Cleaning, Richmond)	\$720—\$840
				II	Asst. Stable Foreman (Dept. St. Cleaning)	936— 1032
				III	Stable Foreman (Dept. St. Clean- ing)	1080— 1320
		S M	Motor Refuse Collector	I	Stable Foreman (Bur. St. Clean- ing) Richmond	1080— 1320
				I	Loader (Dept. St. Cleaning)	744— 864
				II	Recruit Motor Driver (Dept. St. Cleaning)*
		S D	Refuse Disposer		Motor Driver (Dept. St. Cl.)	888— 960
					Motor Driver (Bur. St. Cl., Rich- mond)	852— 924
				I	Boardman (Dept. St. Cleaning)	720— 840
		III			Boardman (Bur. St. Cleaning, Queens)	720— 840
				II	Asst. Dump Foreman (Dept. of St. Cleaning)	888— 1032
					Asst. Dump Foreman (Bur. of St. Cleaning, Queens)	888— 984

* Recruit Motor Driver, (Dept. St. Cleaning) is an office title for employees under assignment from positions in Grade I of the Street Cleaner, Refuse Collector or Refuse Disposer Groups of the Street Cleaning Service.

A CITY CLASSIFICATION. EXHIBIT 2—Continued

SYMBOL	SERVICE	SYMBOL	GROUP	GRADE	TITLE OF POSITIONS	SALARY RATES
S	Street Cleaning (con'd)	S S	Supervisor	III	Recorder of Snow Removal (Dept. St. Cleaning)	\$....*
					Asst. District Supt. (Dept. St. Cleaning)	1500—\$1740 S A
					District Supt. (Bur. of St. Clean- ing, Richmond)	1500— 1740 S A
				V	District Supt. (Bur. of St. Clean- ing, Queens)	1620— 1920 S A
					District Supt. (Dept. St. Clean- ing)	1920— 2460 S A
					Asst. Gen. Supt. (Dept. St. Cleaning)	1920— 2460 S A
					Asst. Supt. of Final Disposition (Dept. St. Cleaning)	1920— 2460 S A
				VI	Asst. Supt. of Inspec. & In- struction (Dept. St. Cleaning)	1920— 2460 S A
					Asst. Supt. of Snow Removal (Dept. St. Cleaning)	1920— 2460 S A
					Asst. Supt. (Bur. of St. Cleaning, Richmond)	1920— 2460 S A
					General Supt. (Dept. St. Clean- ing)	2700— 3660 S A
					Borough Supt. (Dept. St. Clean- ing)	2700— 3660 S A
					Supt. of Final Disposition (Dept. St. Cleaning)	2700— 3660 S A

* Office title of employee under assignment from other positions recognized by the Municipal Civil Service Commission. The rate paid in the regular position from which the employee was assigned obtains while the incumbent is officially known as Recorder of Snow Removal.

A CITY CLASSIFICATION. EXHIBIT 2—Concluded

SYMBOL	SERVICE	SYMBOL	GROUP	GRADE	TITLE OF POSITIONS	SALARY RATES
S	Street Cleaning (con'd)	S S	Supervisor (con'd)	VI	Supt. of Inspec. & Instruction (Dept. of St. Clean.)	\$2700—\$3660 S A
					Supt. (Bur. of St. Cleaning, Queens)	2700— 3660 S A
					Supt. (Bur. of St. Cleaning, Richmond)	2700— 3660 S A
	Legislative Judicial Police Fire Labor				No specifications No specifications No specifications No specifications	

NOTE—The letters S A signify “special appraisal” indicating that the position or group of positions so designated will be made the subject of individual appraisal.
The letters R N refer to registered nurse.
The abbreviation “Maint.” refers to maintenance, indicating that maintenance is allowed in addition to the rates given.

EXHIBIT 3

STATE SPECIFICATIONS

TYPES OF REPRESENTATIVE SPECIFICATIONS USED IN THE STANDARDIZATION OF PUBLIC EMPLOYMENTS

Proposed for New York State

CLERK GROUP

DEFINITION OF CLERK GROUP

The term "Clerk Group" is used to identify those employments of the Clerical Service, the duties of which require the performance of routine or specialized office work not included in other groups of the Clerical Service.

GRADE I

TITLE OF POSITIONS—

PAGE

DUTIES—

Definition:

The duties of these positions are to perform, under supervision, the simplest kinds of office work.

Examples:

Addressing and mailing letters.
Keeping office in order.
Running errands.
Receiving visitors.
Distributing and collecting mail.
Letter press copying.

QUALIFICATIONS—

Persons holding these positions shall have:

1. Such qualifications as may be required by the State Civil Service Commission.

COMPENSATION—

The range of annual compensation of this grade, with standard salary rates, is as follows:

\$360.
420.
480.

GRADE II

TITLE OF POSITIONS—

JUNIOR CLERK

DUTIES—

Definition:

The duties of these positions are to perform, under supervision, routine clerical work of minor consequence but exacting some skill and experience.

Examples:

Verifying extensions, additions, etc.

Preparing simple tabulations.

Assisting in filing.

Assisting in operating mechanical office devices.

Messenger duties in relation to transfer of papers, documents, etc.

QUALIFICATIONS—

1. *As a basis for appointment for promotion:*

(a) Not less than one year of service in Grade I.

(b) Such additional qualifications as may be required by the State Civil Service Commission.

2. *As a basis for original entrance:*

(a) Such qualifications as may be required by the State Civil Service Commission.

COMPENSATION—

The range of annual compensation of this grade, with standard salary rates, is as follows:

\$540.

600.

660.

720.

GRADE III

TITLE OF POSITIONS—

CLERK

DUTIES—

Definition:

The duties of these positions, which may call for limited supervision, are to perform clerical duties requiring familiarity with general departmental practice or knowledge of and training in prescribed office procedures relating thereto.

Examples:

Filing and custody of correspondence and other documents.
Answering routine correspondence on the basis of prescribed payrolls.
Preparing payrolls.
Keeping time records.
Operating intricate mechanical office devices, such as tabulating machines.
Elementary statistical work.

QUALIFICATIONS—

1. *As a basis for appointment for promotion:*
 - (a) The minimum qualifications for Grade II.
 - (b) Not less than one year of service in Grade II.
2. *As a basis for original entrance:*
 - (a) Not less than one year of experience in work of Grade II character.
3. Such additional qualifications as may be required by the State Civil Service Commission.
Provided, however, appointment to vacancies of new positions within this grade shall be filled from original entrance eligibility lists, except where the departmental executive shall certify. This certification must be approved by the State Civil Service Commission that it is not practicable to fill such position from an eligibility list.

COMPENSATION—

The range of annual compensation of this grade, with standard salary rates, is as follows:

\$840.
900.
960.
1080.
1200.

Special Regulation Governing Maximum Rates:

The fourth salary rate, \$1080., is designated as the maximum rate for the Third Grade of the Clerk Group. Where positions within this grade involve supervisory or other independent responsibility, the fifth rate, \$1200., may be designated as the maximum therefor after individual appraisal.

GRADE IV

TITLE OF POSITIONS—

SENIOR CLERK.

DUTIES—

Definition:

The duties of these positions are to perform highly specialized clerical work calling for the exercise of independent judgment and continuing responsibility, or to supervise and be accountable for the clerical work of a large bureau or small department.

Examples:

Answering important correspondence.

Installing, revising, and taking charge of complicated departmental filing system.

Passing upon vouchers for official signature.

QUALIFICATIONS—

Persons holding these positions shall have:

1. The minimum qualifications prescribed for Grade III.
2. Not less than one year of experience in Grade III, or similar experience in work of an equivalent character.
3. Such additional qualifications as may be required by the State Civil Service Commission.

COMPENSATION—

The range of annual compensation of this grade, with standard salary rates, is as follows:

\$1320.
1440.
1560.
1680.
1800.

Special Regulation Governing Entrance and Advancement:

The entrance or advancement salary rates within this grade are conditional upon appraisal, under the rules of the Civil Service Commission, indicating that the rate requested does not exceed the value of the work to be performed.

GRADE V

TITLE OF POSITIONS—

CHIEF CLERK

DUTIES—

Definitions:

The duties of these positions are to assume complete responsibility for the clerical work of a large department, involving the highest degree of clerical knowledge and experience, and requiring administrative ability of a high order in the direction of clerical procedures.

Examples:

Chief Clerk, State Board of Charities.

QUALIFICATIONS—

Persons holding these positions shall have:

1. The minimum qualifications prescribed for Grade IV.
2. Not less than two years of experience in Grade IV, or similar experience in work of an equivalent character.
3. Such additional qualifications as may be required by the State Civil Service Commission.

COMPENSATION—

The range of annual compensation of this grade, with standard salary rates, is as follows:

\$1980.
2160.
2340.
2580.
2820.

Special Regulation Governing Entrance and Advancement:

The entrance or advancement salary rates within this grade are conditional upon appraisal, under the rules of the Civil Service Commission indicating that the rate requested does not exceed the value of the work to be performed.

Proposed for New York State

ENGINEER GROUP (D 10)

*Professional and Scientific Service
Engineer Group*

Definition:

The term Engineer Group is used to identify those authorized employments of the Professional and Scientific Service, the incumbents of which are required to perform duties which involve training or experience in civil, mechanical, electrical, sanitary, chemical or other specialized engineering branches.

GRADE I (D 10 I)

TITLE OF POSITIONS—

ENGINEERING ASSISTANT

DUTIES—

Definition:

The duties of incumbents of these positions are to perform, under instruction and supervision, elementary or apprentice work in field or office in one or more of the specialized engineering branches.

Examples:

- Holding a rod.
- Making measurements with a steel tape.
- Tracing simple designs.
- Tabulating estimates.
- Inspecting minor details of engineering work.

QUALIFICATIONS—

Persons holding these positions shall have:

1. Such qualifications as may be required by the State Civil Service Commission.

COMPENSATION—

The range of annual compensation of this Grade for full time service is from \$720 to \$1080, inclusive, with standard salary rates as follows: \$720, \$780, \$840, \$900, \$960, \$1020, \$1080.

SPECIAL REGULATION GOVERNING THE INITIAL RATE—

Such training in civil, mechanical, electrical, sanitary or other engineering branches as is evidenced by a degree granted on the completion of a standard course of instruction in an engineering school of recognized standing will be accepted as the equivalent of the first three years of service in this Grade.

Three years of practical experience in engineering apprentice work in addition to the minimum requirements of the State Civil Service Commission for appointment at the initial rate will be accepted as the equivalent of three years of service within this Grade.

Where allowance is made for technical training or practical experience under this special regulation, the State Civil Service Commission will add such tests to the competitive examination for this Grade as are necessary to determine the compliance with the prescribed training or experience standards.

SPECIAL REGULATION GOVERNING TEMPORARY EMPLOYMENT—

Standard salary rates for temporary service in this Grade shall be designated under the rules of the State Civil Service Commission on the basis of existing conditions provided that the third rate, \$900, shall be the maximum for any such employment.

GRADE II (D to II)

TITLES OF POSITIONS—

JUNIOR ASSISTANT ENGINEER
JUNIOR ASSISTANT CIVIL ENGINEER
JUNIOR ASSISTANT ELECTRICAL ENGINEER
JUNIOR ASSISTANT MECHANICAL ENGINEER
JUNIOR ASSISTANT SANITARY ENGINEER

DUTIES—

Definition:

The duties of incumbents of these positions are to assume responsibility for the execution of definite instructions in a minor section or division of an engineering project in the field or office.

Examples:

Running a transit or level.
Preparing or examining plans and designs, under supervision, for concrete construction, bridges, mechanical and electrical appliances.
Inspecting engineering work and materials.
Preparing general working drawings for engineering projects.
Making computations and compiling data for reports and cost records.
Directing the operation of electrically driven machinery.

QUALIFICATIONS—

Persons holding these positions shall have:

1. As a basis for promotion:

- (a) The minimum qualifications prescribed for Grade I.
- (b) Not less than four years of service in Grade I; *or*
- (c) Such training in civil, mechanical, electrical, sanitary or other engineering branches as is evidenced by a degree granted on the completion of a standard course of instruction in an engineering school of recognized standing, and in addition not less than two years of service in Grade I.
- (d) Such additional qualifications as may be required by the State Civil Service Commission.

2. As a basis for original appointment:

- (a) Not less than four years of experience in the particular branch of engineering work covered in the position to be filled.
- (b) Such additional qualifications as may be required by the State Civil Service Commission.

COMPENSATION—

The range of annual compensation of this Grade for full time service is from \$1200 to \$1680, inclusive, with standard salary rates as follows: \$1200, \$1320, \$1440, \$1560, \$1680.

SPECIAL REGULATION GOVERNING TEMPORARY EMPLOYMENT—

Standard salary rates for temporary service in this Grade shall be designated under the rules of the State Civil Service Commission on the basis of existing conditions provided that the third rate, \$1440, shall be the maximum for any such employment.

GRADE III (D to III)

TITLES OF POSITIONS—

ASSISTANT ENGINEER
ASSISTANT CIVIL ENGINEER
ASSISTANT ELECTRICAL ENGINEER
ASSISTANT MECHANICAL ENGINEER
ASSISTANT SANITARY ENGINEER

DUTIES—

Definition:

The duties of incumbents of these positions are to assume responsibility for the making of surveys or the preparation of plans, designs, specifications and contracts for a minor section of a large engineering project or the major section of a small engineering project; to supervise or inspect construction work of such project; to operate a completed section of such project; and to make investigations of and reports upon engineering projects, as a basis for executive action.

Examples:

Directing a field party on surveys, construction or repair work.

Supervising a squad or division in designing and preparing plans, estimates and specifications.

Assuming responsibility for the construction, installation or operation of a minor division under a pumping, watershed, power production, purification or sewage disposal project; or the installation of a heating, lighting, plumbing or electrical plant.

Preparing highway lay-outs and grades.

Making engineering investigations and reports relating to building encroachments, sewer construction, sewage disposal, traffic conditions, highway opening proceedings, applications for franchises.

QUALIFICATIONS—

Persons holding these positions shall have:

1. As a basis for promotion:

(a) The minimum qualifications prescribed for Grade II.

(b) Not less than three years of service in Grade II.

(c) Such additional qualifications as may be required by the State Civil Service Commission.

2. As a basis for original appointment:

(a) Not less than seven years of experience in the particular branch of engineering work covered in the position to be filled.

(b) Such additional qualifications as may be required by the State Civil Service Commission.

COMPENSATION—

The range of annual compensation of this Grade for full time service is from \$1800 to \$2580, inclusive, with standard salary rates as follows: \$1800, \$1980, \$2160, \$2340, \$2580.

SPECIAL REGULATION GOVERNING SALARY RATES—

The entrance and other salary rates of positions classified within this Grade are conditional upon appraisal, under the rules of the State Civil Service Commission, indicating that the rates to be designated do not exceed the value of the work to be performed.

GRADE IV (D to IV)

TITLES OF POSITIONS—

SENIOR ASSISTANT ENGINEER
SENIOR ASSISTANT CIVIL ENGINEER
SENIOR ASSISTANT ELECTRICAL ENGINEER
SENIOR ASSISTANT MECHANICAL ENGINEER
SENIOR ASSISTANT SANITARY ENGINEER

DUTIES—

Definition:

The duties of incumbents of these positions are to supervise and assume complete responsibility for the work of a main division of a small organization, or a large subdivision of one of the main divisions of a large organization, involving surveying, designing or construction; to maintain or operate a major section of a large engineering project; and to make independent investigations of and reports upon engineering projects as a basis for executive action.

Examples:

- Supervising a main division of a large bureau of design.
- Supervising the construction, installation or operation of a major division of a large power production, purification or disposal plant.
- Supervising the installation of a major division of a heating, lighting, plumbing or electrical plant.
- Supervising the construction, operation, maintenance or repair of a major division of sewers, highways, bridges, aqueducts, reservoirs, tunnels or public buildings.
- Supervising engineering investigations, inspections, estimates and reports for municipal improvements.
- Taking charge of a section of the work on the Barge canal, such as assuming charge of a residency of the State Engineer's office.

QUALIFICATIONS—

Persons holding these positions shall have:

1. As a basis for promotion:
 - (a) The minimum qualifications prescribed for Grade III.
 - (b) Not less than three years of service in Grade III.
 - (c) Such additional qualifications as may be required by the State Civil Service Commission.
2. As a basis for original appointment:
 - (a) Not less than ten years of experience in engineering work, at least half of which must have been in the particular branch of engineering work covered in the position to be filled, and three years of which must have been in a minor executive capacity.
 - (b) Such additional qualifications as may be required by the State Civil Service Commission.

COMPENSATION—

The range of annual compensation of this Grade for full time service is from \$2208 to \$3600, inclusive, with standard salary rates as follows: \$2820, \$3060, \$3300, \$3600.

SPECIAL REGULATION GOVERNING SALARY RATES—

The entrance and other salary rates of positions classified within this Grade are conditional upon appraisal, under the rules of the State Civil Service Commission, indicating that the rates to be designated do not exceed the value of the work to be performed.

GRADE V (D to V)

TITLES OF POSITIONS—

ENGINEER
CIVIL ENGINEER
ELECTRICAL ENGINEER
MECHANICAL ENGINEER
SANITARY ENGINEER

DUTIES—

Definition:

The duties of incumbents of these positions, which require a high degree of executive ability and specialized engineering technique, and which involve the making of decisions in administrative and engineering matters, subject to statutory limitations only, are to supervise and assume entire responsibility for the work of a small independent organization; to supervise and assume complete responsibility for the work of a primary division of a large organization; and to make independent investigations of and reports upon engineering projects, as a basis for executive action.

Examples:

Acting as chief engineer of a bureau of a large department.

Acting as a division engineer of one of the three divisions in the State Engineer's office; or as division engineer in the Department of Highways.

QUALIFICATIONS—

Persons holding these positions shall have:

1. As a basis for promotion:

- (a) The minimum qualifications prescribed for Grade IV.
- (b) Not less than three years of service in Grade IV.
- (c) Such additional qualifications as may be required by the State Civil Service Commission.

2. As a basis for original appointment:

- (a) Not less than thirteen years of experience in engineering work, at least half of which must have been in the particular branch of engineering work covered in the position to be filled, and four years of which must have been in a major executive capacity.
- (b) Such additional qualifications as may be required by the State Civil Service Commission.

COMPENSATION—

The range of annual compensation of this Grade for full time service is from \$3900 to \$5400, inclusive, with standard salary rates as follows: \$3900, \$4200, \$4500, \$4800, \$5100, \$5400.

SPECIAL REGULATION GOVERNING SALARY RATES—

The entrance and other salary rates of positions classified within this Grade are conditional upon appraisal, under the rules of the State Civil Service Commission, indicating that the rates to be designated do not exceed the value of the work to be performed.

(GRADE VI D to VI)

TITLES OF POSITIONS—

CHIEF ENGINEER
CONSULTING ENGINEER
SUPERVISING ENGINEER

DUTIES—

Definition:

The duties of incumbents of these positions, which require the highest order of executive or advisory ability, and which involve the making of final decisions in administrative and engineering matters, subject to statutory limitations only, are to supervise and assume entire responsibility for all the engineering work of a large independent organization; or to supervise the construction of engineering projects or works of great magnitude and complexity; or to give independent, expert or critical engineering advice of the highest order, as a basis for executive action relative to work of this scope.

Examples:

Acting as State Engineer.
Acting as consulting engineer to a State department.
Acting as engineer of a division of subway construction.

QUALIFICATIONS—

Persons holding these positions shall have:

1. As a basis for promotion:

- (a) The minimum qualifications prescribed for Grade V.
- (b) Not less than five years of service in Grade V.
- (c) Such additional qualifications as may be required by the State Civil Service Commission or the appointing agency.

2. As a basis for original appointment:

CHIEF ENGINEER

(a) Not less than eighteen years of experience in engineering work, at least half of which must have been in the particular branch of engineering work covered in the position to be filled, and five years of which must have been in a major executive capacity.

(b) Such additional qualifications as may be required by the State Civil Service Commission.

CONSULTING ENGINEER
SUPERVISING ENGINEER

(a) Not less than eighteen years of experience in the particular branch of engineering work covered in the position to be filled.

(b) Such additional qualifications as may be required by the State Civil Service Commission.

COMPENSATION—

The annual compensation of this Grade for full time service with standard salary rates, is as follows: \$5700 and up.

SPECIAL REGULATION GOVERNING SALARY RATES—

The entrance and other salary rates of positions classified within this Grade are conditional upon appraisal, under the rules of the State Civil Service Commission, indicating that the rates to be designated do not exceed the value of the work to be performed.

EXHIBIT 4

CITY SPECIFICATIONS

TYPES OF REPRESENTATIVE SPECIFICATIONS USED IN THE STANDARDIZATION OF PUBLIC EMPLOYMENTS

(Prepared for New York City, New York, 1915)

CLERK GROUP

SYMBOL (CC)

The term Clerk Group is applied to those offices or employments of the Clerical Service in which incumbents are required to perform routine or specialized clerical work not included in the other groups of the Clerical Service.

The training and experience which are required for admission to positions in the various grades and the specific duties of incumbents of these positions are set forth in the several grade specifications which follow.

GENERAL REGULATIONS GOVERNING ADVANCEMENT—

Beginning with the lowest rate, advancement from rate to rate within each grade shall be made regularly in the preparation of the annual tax budget upon the completion of a term of at least one year of satisfactory service. Proof of satisfactory service shall be established by the efficiency records of the Municipal Civil Service Commission supplemented by investigation under the rules of the Board of Estimate and Apportionment. The standard of satisfactory service, which shall entitle an employe to an increase, shall be determined annually in the preparation of the tax budget and shall be progressively higher in each succeeding grade.

Exceptions:

1. In cases of conspicuous service or achievement recognized by the Board of Estimate and Apportionment, advancement may be made after the prescribed interval to a rate higher than the one immediately above.
2. In those grades specifically designated, advancement shall be made only after an appraisal of the value of the work to be performed. In other grades specifically designated the initial rate also shall be determined after an appraisal. These appraisals shall be made under the rules of the Board of Estimate and Apportionment.
3. Appointments to vacant positions made prior to February 1 of each year will be regarded as dating from January 1, when considering length of service in connection with salary increases.

GRADE 1 (C C 1)

TITLES OF POSITIONS—

OFFICE BOY

DUTIES—

The duties of incumbents of these positions are to perform under supervision the simplest kinds of office work.

Examples:

Addressing.
Mailing.
Letter-press copying.
Indexing.
Ordinary filing.
Keeping office in order.
Running errands
Receiving visitors.
Distributing mail.
Operating office telephone switchboards.

QUALIFICATIONS—

1. Such qualifications as may be required by the Municipal Civil Service Commission.

COMPENSATION—

Range of annual compensation—\$300 to \$480 inclusive.
Salary rates—\$300, \$360, \$420, \$480.

GRADE 2 (C C 2)

TITLES OF POSITIONS—

JUNIOR CLERK

DUTIES—

The duties of incumbents of these positions are to perform under supervision prescribed routine clerical work of minor consequence.

Examples:

- Plain longhand copying.
- Keeping card indices.
- Recording, indexing and filing correspondence.
- Receiving and distributing routine reports and applications.
- Making out and tabulating daily, weekly and monthly reports, simple charts and statistics.
- Registering and verifying extensions and additions on orders and invoices.
- Writing, registering and scheduling vouchers.
- Recording and filing inspectors' reports.
- Operating tabulating machines, adding and scheduling machines and addressographs.
- Performing simple or apprentice work on Hollerith or multigraph machines.
- Verifying time sheets and payrolls.
- Writing notices and permits on prepared forms.
- Acting as information clerk for a department in outer office.

QUALIFICATIONS—

1. The minimum qualifications prescribed for Grade 1.
2. Not less than one year of experience in Grade 1, or if appointed otherwise than by promotion from Grade 1, in work of the character and standard of Grade 1.
3. Such additional qualifications as may be required by the Municipal Civil Service Commission.

COMPENSATION—

Range of annual compensation—\$540 to \$720 inclusive.
Salary rates—\$540, \$600, 660, \$720.

GRADE 3 (C C 3)

TITLES OF POSITIONS—

ASSISTANT CLERK
ASSISTANT CLERK (HOLLERITH OPERATOR)
ASSISTANT CLERK (MULTIGRAPH OPERATOR)

DUTIES—

Assistant Clerk:

The duties of Assistant Clerks, which may involve limited supervision, are to perform clerical work incident to preparing, compiling, entering or verifying routine office information, reports, records and forms, and to dealing with the public on routine departmental matters.

Examples:

Reviewing inspectors' reports.
Copying and compiling cost account records under supervision.
Calculating and scheduling penalties and arrears.
Filing and keeping in custody important papers and records.
Checking work of diagnosticians.
Selling tickets.
Receiving for custody and returning property in small property divisions.
Receiving and referring complaints and giving out information.
Keeping time records of per diem employees.
Issuing permits and notices according to prescribed regulations.
Making up and verifying payroll.
Filing and indexing medical records.
Searching wills and corporation records.
Explaining building plans to applicants.
Receiving applications and issuing certificates for commissioners of deeds.
Keeping cost records of mechanics' work.

Assistant Clerk (Hollerith Operator):

The specialized duties of Assistant Clerks (Hollerith Operator) are to operate complicated Hollerith systems in the performance of work requiring great expertness in punching, sorting, tabulating and checking, and involving considerable responsible clerical work.

Assistant Clerk (Multigraph Operator):

The specialized duties of Assistant Clerks (Multigraph Operator) are to operate multigraph machines in the performance of work requiring great expertness and involving considerable responsible clerical work.

QUALIFICATIONS—

1. The minimum qualifications prescribed for Grade 2.
2. Not less than one year of experience in Grade 2, or if appointed otherwise than by promotion from Grade 2, in work of the character and standard of Grade 2.
3. Such additional qualifications as may be required by the Municipal Civil Service Commission.

COMPENSATION—

Assistant Clerk:

Range of annual compensation—\$840 to \$1200 inclusive.
Salary rates— \$840, \$960, \$1080, \$1200.

Assistant Clerk (Hollerith Operator):

Assistant Clerk (Multigraph Operator):

Range of annual compensation—\$720 to \$960 inclusive.
Salary rates—\$720, \$840, \$960.

Special Regulation Governing Advancement—

Beginning with the lowest rate advancement within this grade is conditional upon appraisal under the rules of the Board of Estimate and Apportionment, indicating that the rate requested does not exceed the value of the work to be performed.

GRADE 4 (C C 4)

TITLES OF POSITIONS—

CLERK
CLERK (BERTILLON)
CLERK (FINGER PRINT)

DUTIES—

Clerk:

The duties of Clerks, which may include taking charge of the clerical force in divisions and in minor bureaus or departments, are to exercise continuing judgment and responsibility either in independent work or in the supervision of other employes.

Examples:

Preparing specifications, requisitions, orders of advice of awards.
Opening and tabulating bids.
Receiving and finally disposing of routine complaints.
Summarizing reports.
Computing financial or cost statistics, estimates, etc.
Receiving and assuming responsibility for the safekeeping of money in payment of taxes, water bills, permits, dock and pier fees, etc.
Certifying correctness of payrolls as to proper charges of salaries, wages, time, etc.
Collecting and computing data for budget estimates.
Supervising employes charged with renovations, disinfections, inventories, stores and expense accounting.
Directing payroll divisions in large departments.
Issuing and keeping record of electric sign licenses.
Sealing and keeping record of corporate stock, etc.
Taking charge of central property division of Police Department.
Keeping record of cases and issuing papers for courts.
Preparing contracts according to prescribed specifications.
Acting as Clerk to Board of Aldermen.
Issuing legal notices for street openings.
Searching deeds, mortgages and tax records.
Installing, revising and taking charge of complicated departmental filing systems.
Collecting rentals at City markets.
Taking charge of large stenographic bureau.

Clerk (Bertillon):

The specialized duties of Clerks (Bertillon) are to take and develop photographs of prisoners, to take, record and file Bertillon measurements, and to identify prisoners from measurements and photographs on file.

Clerk (Finger Print):

The specialized duties of Clerks (Finger Print) are to take, classify and identify finger prints.

QUALIFICATIONS—

1. The minimum qualifications prescribed for Grade 3.
2. Not less than one year of experience in Grade 3, or if appointed otherwise than by promotion from Grade 3, in work of the character and standard of Grade 3.
3. Such additional qualifications as may be required by the Municipal Civil Service Commission.

COMPENSATION—

Range of annual compensation—\$1320 to \$1800 inclusive.
Salary rates—\$1320, \$1440, \$1560, \$1680, \$1800.

SPECIAL REGULATION GOVERNING ADVANCEMENT—

Beginning with the lowest rate advancement within this grade is conditional upon appraisal under the rules of the Board of Estimate and Apportionment, indicating that the rate requested does not exceed the value of the work to be performed.

GRADE 5 (C C 5)

TITLES OF POSITIONS—

SENIOR CLERK
SENIOR CLERK (FINGER PRINT)

DUTIES—

Senior Clerk:

The duties of Senior Clerks, which require a high degree of clerical knowledge and administrative ability, are to assume complete responsibility for the clerical work of entire bureaus or departments other than those mentioned in Grades 4 and 6.

Examples:

Taking charge of a central departmental stenographic bureau, as in the Department of Health.

Senior Clerk (Finger Print):

The specialized duties of Senior Clerks (Finger Print), which require a high degree of technical knowledge and ability, are to supervise the routine work of taking, classifying and identifying finger prints, and to perform exceptionally difficult fingerprint work requiring special skill.

QUALIFICATIONS—

1. The minimum qualifications prescribed for Grade 4.
2. Not less than two years of experience in Grade 4, or if appointed otherwise than by promotion from Grade 4, in work of the character and standard of Grade 4.
3. Such additional qualifications as may be required by the Municipal Civil Service Commission.

COMPENSATION—

Range of annual compensation—\$1980 to \$2580 inclusive.
Salary rates—\$1980, \$2160, \$2340, \$2580.

SPECIAL REGULATION GOVERNING ADVANCEMENT—

Beginning with the lowest rate advancement within this grade is conditional upon appraisal under the rules of the Board of Estimate and Apportionment, indicating that the rate requested does not exceed the value of the work to be performed.

GRADE 6 (C C 6)

TITLES OF POSITIONS—

CHIEF CLERK

DUTIES—

The duties of incumbents of these positions, which require the highest degree of clerical knowledge, administrative ability and experience, are to assume complete responsibility for the clerical work of large departments composed of several bureaus under the direction of clerks in Grades 4 and 5.

QUALIFICATIONS—

1. The minimum qualifications prescribed for Grade 5.
2. Not less than three years of experience in Grade 5, or if appointed otherwise than by promotion from Grade 5, in work of the character and standard of Grade 5.
3. Such additional qualifications as may be required by the Municipal Civil Service Commission.

COMPENSATION—

Range of annual compensation—\$2820 to \$3540 inclusive.
Salary rates—\$2820, \$3060, \$3300, \$3540.

SPECIAL REGULATION GOVERNING ADVANCEMENT—

Beginning with the lowest rate advancement within this grade is conditional upon appraisal under the rules of the Board of Estimate and Apportionment, indicating that the rate requested does not exceed the value of the work to be performed.

EXHIBIT 4-A

TYPE OF CHICAGO CLASSIFICATION

REPRESENTING CLASSIFICATION ACCORDING TO CLASS OF EMPLOYMENT

(See page 23)

CLASS C—CLERICAL SERVICE

Positions of persons rendering clerical service or service in connection with general office work or management which does not require knowledge of any of the specialties included in other classes.

Grade I: Positions the duties of which are of general routine. The following positions are hereby classified in Class C, Grade I, and placed in the following salary schedule within Grade I:

Office attendant

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Group D	\$300
Group C (at least three months' service in lower group)	360
Group B (at least six months' service in next lower group)	420
Group A (at least one year's service in next lower group)	480

Grade II: Positions the duties of which require some skill and accuracy but not necessarily much practical experience, involving simple office routine. The following positions are hereby classified in Class C, Grade II, and placed in the following salary schedule within Grade II:

Messenger

Multigraph Operator

Stenographic assistant (enters Group C)

Group D	\$540
Group C (at least 1 year's service in lower group)	600
Group B (at least 1 year's service in next lower group)	660
Group A (at least 1 year's service in next lower group)	720

Grades III, IV, V, VI, VII and VIII are developed on this basis, and constitute the specifications covering the entire clerical service.

